DOCUMENT RESUME

ED 181 985 JC 800 131

AUTHOR Kressel, Marilyn, Ed.
TITLE Adult Learning and Public Broadcasting.
INSTITUTION American Association of Community and Junior Colleges, Washington, D.C.
SPONS AGENCY Fund for the Improvement of Postsecondary Education (DHEW), Washington, D.C.
PUB DATE 80
NOTE 69p.; Questionnaires may not reproduce well due to small size of type. Photographs will not reproduce well
AVAILABLE FROM American Association of Community and Junior Colleges, One Dupont Circle, N.W., Suite 410, Washington, DC 20036 ($6.50)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS *Adult Education; *Broadcast Industry; Cable Television; Case Studies; Closed Circuit Television; Commercial Television; Community Colleges; Consortia; Educational Legislation; *Educational Television; Federal Regulation; *Junior Colleges; National Surveys; School Industry Relationship; Telecourses
IDENTIFIERS *Adult Learning and Public Broadcasting Project

ABSTRACT

This five-part report summarizes the activities and findings of each phase of the Adult Learning and Public Broadcasting Project conducted by the American Association of Community and Junior Colleges to examine the use of television in adult education. Part I presents the results of a survey of 1,300 two-year colleges conducted in December, 1978, to assess the extent of television utilization for instruction at these institutions. Some of the findings covered in this section relate to: (1) the different outlets used, including closed circuit systems and public and commercial stations; (2) the financial and operational relationships between colleges and stations; (3) college participation in television consortia; and (4) factors which contribute to or hinder the use of television for instruction. Part II presents six case studies of station/college cooperation based upon on-site visits to three colleges and the headquarters of three college consortia. Part III discusses legal issues posed by federal policies relating to the financing and operation of instructional television. Part IV presents the recommendations of the National Assembly on Community College/Broadcast Cooperation held in September, 1979. Part V outlines selected comments made during a national closed-circuit teleconference conducted by the Public Broadcasting Service to elicit opinions on television in education from 120 public broadcasting stations and over 1,000 postsecondary institutions. (Author/JP)

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Adult Learning and Public Broadcasting

Edited by Marilyn Kressel

Report of a project conducted by the American Association of Community and Junior Colleges with support from the Fund for the Improvement of Postsecondary Education (FIPSE)

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One Dupont Circle, N.W.
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ISBN 0-87117-096-5

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Price: $6.50

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Introduction

Under a grant from the Department of Health, Education and Welfare's Fund for the Improvement of Postsecondary Education (FIPSE), the American Association of Community and Junior Colleges developed a program to foster cooperation between community colleges and public broadcasters. Fitting with FIPSE's overall objectives of encouraging reform, improvement and innovation in postsecondary education, the Adult Learning and Public Broadcasting Project was conceived to examine the use of television as an effective mode of offering educational options to adults. The project sought to assist both educators and broadcasters in overcoming obstacles they encounter as they strive to work cooperatively to provide educational alternatives.

A national advisory committee, comprised of members of both the community college and broadcast communities, guided the development of a number of project activities. Each of these activities was designed to carefully examine those policies which seemed to help or hinder the colleges and the stations in their mutual efforts.

First, in cooperation with the Office of Educational Activities of the Corporation for Public Broadcasting, a survey was administered to the nation's 1300 two-year colleges in order to assess the extent of television utilization and analyze the issues facing college/station relationships as perceived by the colleges. "Instructional Uses of Television by Two-Year Colleges" interprets the data obtained by that survey.

Secondly, six sites were selected around the country for case study analysis of station/college cooperation. Criteria for case study site selection were established by the project's advisory committee and took into consideration a number of factors—including size of institution, populations served, and geographic location. "Community College and Television Collaborations: What Makes Them Work?" presents the information gathered from Kirkwood Community College, Cedar Rapids, Iowa; Maryland College of the Air, Owings Mills, Maryland; Miami-Dade Community College, Miami, Florida; Rio Salado Community College, Phoenix, Arizona; Tri-State Consortium, Paramus, New Jersey; and Washington Community College Consortium, Tacoma, Washington.

The project's third major undertaking was to commission a legal analysis, "Federal Policies Affecting the Use of Instructional Television at the Postsecondary Level." The study documents the lack of coherent federal policy regarding the development and implementation of instructional television. It also demonstrates how colleges and broadcasters are affected by many policies which act as constraints or disincentives in this area.

These three documents served as issue papers for the National Assembly on Community College/Broadcast Station Cooperation held September 5-7, 1979, at Airlie House, Warrenton, Virginia, the fourth phase. The Assembly brought together 80 educators, broadcasters and others involved or concerned to consider the issues raised in the papers and make recommendations aimed at improving the climate in which broadcasters and educators work together. The two and one-half day Assembly was supported by the Corporation for Public Broadcasting and the College Board. "Towards Greater Cooperation Between Community Colleges and Public Television Stations to Serve Adult Learners" enumerates the recommendations that came out of the Assembly.

Achieving its goal of catalyzing discussion between educator and broadcaster at the local level was the Project's final accomplishment. Through the co-sponsorship of the Public Broadcasting Service's "Television Is for Learning" project, a national closed-circuit satellite teleconference, held on September 24, 1979, involved approximately 120 public broadcasting stations and over 1,000 two- and four-year postsecondary institutions. Through a telephone feedback system, teleconference participants from across the country were able to ask questions and offer their comments and suggestions regarding the Project's activities and the Assembly recommendations. "A National Dialogue: Public Broadcasting, Community Colleges and Adult Learning—Response of the National Audience" incorporates the variety of reaction to the project received from across the country.

This publication provides a record of the work initiated by the AACJC Adult Learning and Public Broadcasting Project. It also represents the high level of cooperation received from both the broadcast and education communities in the course of designing and implementing the Project. Special appreciation goes to Douglas Bodwell, director, and Peter Dirr, projects manager, Office of Educational Activities, Corporation for Public Broadcasting; Jon Cecil, director, and Jinny Goldstein, associate director, "Television Is for Learning," Public Broadcasting Service; Rexford G. Moon, Jr., managing director, Future Directions for a Learning Society, College Board; Penelope Richardson, University of Southern California and consultant to the project; Michael B. Goldstein, attorney, Dow, Lohnes and Albertson; to Ronald Gross, synthesizer, National Assembly; and,

James Zigerell, director, AACJC Task Force on Uses of Mass Media for Learning.

My personal gratitude also goes to Ms. Karen Sibert and Ms. Dorrie Gordon, each of whom provided needed and vital secretarial services.

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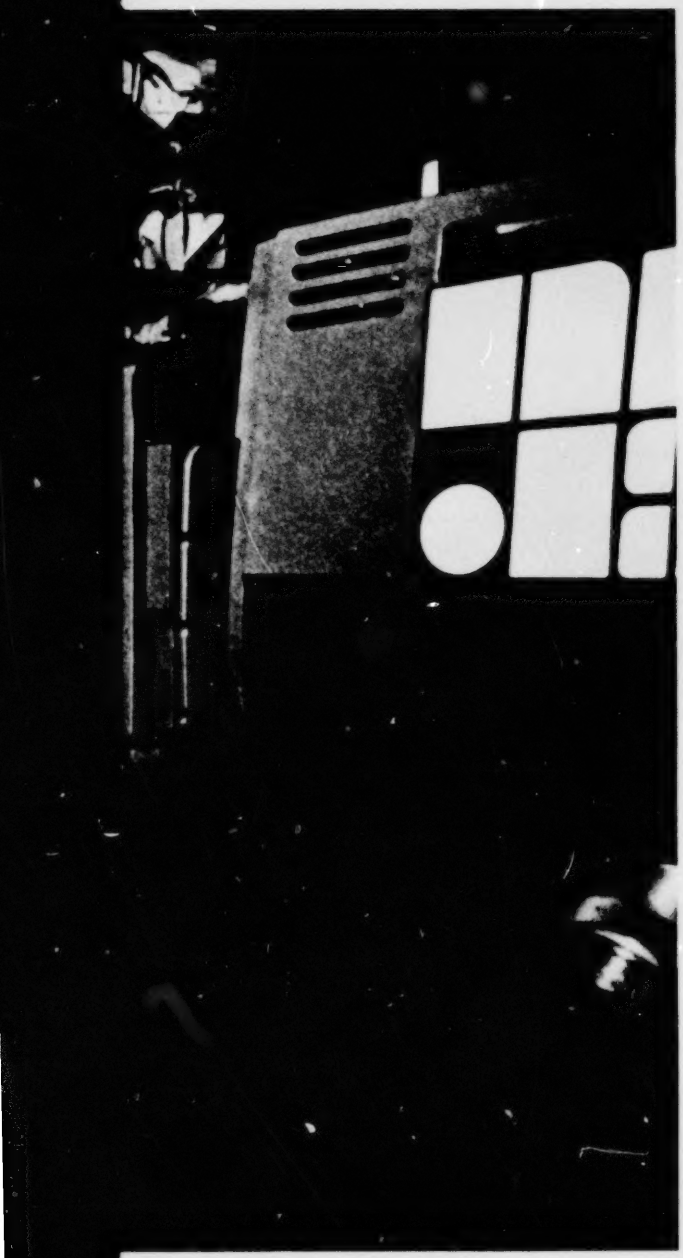
1. Instructional Uses of Television by Two-Year Colleges, 1978-79

Peter J. Dirr, Marilyn Kressel, Ronald J. Pedone



Study Background

This report is the culminating activity of a cooperative effort of the American Association of Community and Junior Colleges (AACJC), the Corporation for Public Broadcasting (CPB), and the National Center for Education Statistics (NCES) to determine for the first time the extent to which television is used for instruction and other purposes by all two-year colleges in the United States. A similar study was conducted concurrently for all state and land-grant colleges and universities and private colleges and universities.

A three-page questionnaire was sent to the president of every community and junior college in the United States in December, 1978. The questionnaire requested information about the college's uses of television, the uses for instruction, the types of television outlets (defined as "any broadcast or non-broadcast entity including public TV station, commercial TV station, cable system or closed circuit system") with which the college worked during 1978-79, the college's relationships with those television outlets, factors which contributed to or hindered the college's use of television for instruction, and the future role of television for instruction at the college. Several follow-up procedures yielded a final response rate of 94 percent of all two-year colleges in the country.

The Appendix of this report contains a copy of the questionnaire used, with an indication of how the colleges responded to each of the questions. More detailed information on the methodology and procedures used can be found in the *Higher Education Utilization Study: Technical Report,* available from the Office of Educational Activities, Corporation for Public Broadcasting.

Summary of the Findings

- 73 percent of all two-year colleges make some use of television; 65 percent use television for on-campus and/or off-campus instruction.
- 70 percent of the total television effort is devoted to instruction; the other 30 percent is devoted to uses such as promotion, recruitment, outreach, counseling, and staff development.
- On-campus instructional use of television consumes twice as much of the total television effort as does off-campus instructional use.
- 349 two-year colleges reported offering approximately 2,300 courses over television in 1978-79, generating approximately 162,000 enrollments.

- Seven out of 10 community colleges which use television for instruction work with more than one television outlet: about equal numbers work with a public TV station and/or their campus closed circuit systems; about half as many work with a commercial TV station and/or a cable system. However, in a forced choice question, the campus closed circuit system was most often reported as the *primary* or sole TV outlet.
- In most instances, colleges play an active role in selecting the courses offered over television. College-produced courses are more likely to get aired on cable and campus closed circuit systems than on public or commercial TV stations.
- In all respects except production-related activities, public TV stations play a more active role with the colleges than do other types of TV outlets.
- 41 percent of two-year colleges which use television for instruction are members of consortia of colleges offering or producing televised courses; this is especially true for colleges which work with broadcast stations.
- Providing support services and generating faculty commitment to the use of television for instruction seem to be the two most critical factors in the use of television for instruction; availability and academic integrity of courses is the third most important factor; availability of desirable blocks of time is fourth.
- 51 percent of all two-year colleges which are not now using television for instruction have plans to do so in the future.
- 49 percent of all two-year colleges would like technical assistance in utilizing television for instruction.

Uses of Television

This study found that 73 percent of all two-year colleges (789 out of 1088) make some use of television for instruction, student recruitment, promotion, counseling or other related activities. Table 1 shows that 706 (65 percent) use television for on-campus and/or off-campus instruction. Eighty-three (8 percent) use television only for non-instructional purposes such as promotion and recruitment, i.e., attracting new students to the college, and outreach, e.g., providing non-instructional services, community forums or information about the college to the community.

Table 1

Uses of Television By Two-Year Colleges, 1978-79
(Asked of all respondents—N = 1088)

Type of Use	N. of Colleges	Percent
Instructional uses	706	65
Non-instructional uses only, e.g., promotion, recruitment	83	8
No use	299	27

The 65 percent of the two-year colleges which use television for instruction includes those which use it only for instruction, and those which use it for instruction and other purposes. (Since many colleges use television for more than one purpose, the total of all uses exceeds 100 percent of all responding colleges.) Fifty-eight (58) percent use television for on-campus instruction, i.e., courses for students meeting on-campus. Thirty-three (33) percent use television for off-campus instruction, i.e., courses for students who learn in their homes, offices, etc.

Non-instructional uses of television included: promotion/recruitment, i.e., to attract new students to the college—36 percent of all respondents; outreach, e.g., providing non-instructional services, community forums, or information about the college to the community—29 percent; counseling, e.g., role-playing, self-reflection—28 percent; staff development—26 percent; and other uses—10 percent.

Knowing how many institutions use television for what purposes is helpful but it is only part of the picture. Those respondents who used television were asked to indicate the percentage of their total television effort that was devoted to the various uses. The data shown in Table 2 indicate that 47 percent of the average total television effort was devoted to on-campus instruction (39 percent for credit and 8 percent not for credit). Twenty-three (23) percent of the average total television effort was devoted to off-campus instruction (19 percent for credit, and four percent not for credit). An additional 12 percent of the total effort went toward promotion and recruitment, 10 percent went toward outreach and counseling, and seven percent went to other uses, including staff development.

Table 2

Proportions of Total Television Effort Devoted to Various Uses
(Asked of all television users—N = 789)

Type of Use	Average Percent of Total Effort
On-campus instruction for **credit**	39
On-campus instruction **not for credit**	8
Off-campus instruction for **credit**	19
Off-campus instruction **not for credit**	4
Counseling	5
Outreach	5
Promotion/recruitment	12
Other (incl. staff development)	7

Another way of looking at these data is to note that 58 percent of the total effort is devoted to credit instructional uses (on-campus and off-campus), and 12 percent of the total effort is devoted to non-credit instructional uses (on-campus and off-campus). In all, 70 percent of the total television effort is geared toward instruction.

Extent of Televised Instruction

Although 65 percent of two-year colleges reported that television was used for instruction, only 349 or 32 percent reported that courses were offered over television during 1978-79. (See Table 3.) They offered from one to 50 courses and enrolled from five students to 10,000 students. On the average, those 349 institutions offered six courses each and had an average of 502 enrollments in those six courses. They had an aggregate total of approximately 2,300 courses during 1978-79, and generated approximately 162,000 enrollments in those courses. (That averages almost 75 enrollments per course.)

It can only be assumed at this point that the 357 colleges which reported using television for instruction, but did not report offering total courses by television, used the medium to supplement other types of instruction. Further study of this question is warranted.

Table 3

Extent of Televised Instruction by Two-Year Colleges, 1978-79

	Number of Colleges	Percent
All respondents	1088	100
Number of colleges making some use of television for instruction	706	65
Number of colleges reporting courses offered over television	349	32
Aggregate number of televised courses reported	2,300	
Aggregate number of reported enrollments in televised courses	162,000	

Types of Television Outlets

A special effort was made in this study to include both broadcast and non-broadcast uses of television. For this reason, the term "**television outlet**" was used instead of "**television station**" and was defined as "any broadcast or non-broadcast entity, including public TV station, commercial TV station, cable system or closed circuit system." Those institutions which use television for instruction were asked to indicate *all* of the TV outlets with which they work. If they cooperated with more than one, they were asked to indicate the outlet with which they worked **most closely**. Seven out of 10 (71 percent) reported that they work with more than one TV outlet.

Table 4 shows that two-year colleges which use television for instruction are about equally likely to make *some* use of a public TV station as they are to use their campus closed circuit system (57 percent and 58 percent, respectively). They are less likely to work with a commercial station or cable TV system (30 percent and 34 percent, respectively). However, when forced to indicate the primary or sole outlet with which they work, far more colleges chose campus closed circuit systems (40 percent) than public TV stations (26 percent), cable systems (11 percent), commercial TV stations (10 percent), or "other," including videotape (14 percent).

Table 4

Uses of Various Types of TV Outlets for Instruction by Two-Year Colleges, 1978-79
(Asked of all respondents using television for instruction—N = 706)

Type of Outlet	Percent Making Any Use of Outlet*	Percent Making Sole or Primary Use of Outlet
Public TV station	57	26
Commercial TV station	30	10
Cable system	34	11
Campus closed circuit system	58	40
Other**	22	14

*Multiple responses were permitted, so column total exceeds 100 percent.

**Videotape was most often cited as the "other" type of outlet; other types included satellite distribution systems, instructional television fixed service (ITFS) community agencies, public libraries, etc.

The sole or primary TV outlet with which a college works seems to affect the magnitude of televised instruction effort. Table 5 shows that colleges which work solely or primarily with public television stations and/or "other" distribution outlets (such as ITFS, videotape systems) tend to offer more courses per year than those which operate solely or primarily with commercial TV stations, campus closed circuit systems or cable TV systems. Reported enrollments in courses by television are highest in colleges which function solely or primarily with public TV stations and lowest in colleges which work only or mostly with cable TV systems, campus closed circuit systems and/or "other" distribution outlets.

Table 5

Effects of Type of TV Outlet on Number of Courses and Number of Enrollments, 1978-79
(Asked of all respondents offering courses over television—N = 349)

	Total	Sole or Primary TV Outlet: Public TV Station	Commercial TV Station	Cable System	Campus Closed Circuit System	Other
Average number of courses offered over television during 1978-79	6	7	6	5	6	8
Average number of students enrolled in those courses	502	861	569	223	236	253

Variety of Services

Two-year colleges which used television for instruction in 1978-79 have been working with their sole or primary television outlet from one to 20 years, with a mean of six years and a median of five years.

The types of services provided by the college and the TV outlet vary widely. Table 6 shows that the single statement which seems to be most characteristic of the relationship between the college and the television outlet is that the "outlet airs programs acquired by the college" (41 percent). However, this is not an exclusive or singular characteristic. For instance, almost as many colleges (32 percent) indicated that the "outlet airs programs produced by the college." In each of these respects, the college seems to play an initiating and active role in the process. For one of four colleges (24 percent), however, the role is more passive: the "outlet airs programs it selects and lets the college offer them for credit." In about as many cases (24 percent), the college produces programs using the facilities of the television outlet. What emerges from looking at Table 6 is a sense that there is no one pattern of how two-year colleges function with television outlets.

It is clear, however, that for many colleges the relationship involves more than the broadcast of courses.

In the case of the financial relationship between two-year colleges and the television outlets, the pattern is somewhat more consistent but certainly not unanimous. (See Table 7.) In the case of the 349 colleges which offered total courses by television in 1978-79, at least 80 percent received free air time from the television outlets. Those which had to pay for *air time* paid an average* of $125 per hour. (The range was from $15 to $357.)

Only 15 colleges indicated that they leased *production facilities* from the television outlet. They paid an average* of $107 per hour for the production facilities. (The range was from $18 to $225.)

*Because the number of colleges supplying data for the air time and production facilities cost questions is so small and the ranges are so great, the averages are less stable than most other data contained in this report and should be quoted with caution.

Table 6

Relationships Between Two-Year Colleges Using Television for Instruction and Television Outlets, 1978-79
(Asked of all respondents using television for instruction—N = 706)

Characteristic	Percent
Outlet airs programs *acquired* by college	41*
Outlet airs programs *produced* by college	32
Outlet airs programs it selects and lets college offer them for credit	24
College produces programs using outlet facilities	24
Outlet provides promotion time for instructional programs	22
College and outlet co-produce programs	21
Outlet acquires programs on behalf of college	20
Outlet provides college with preview facilities and time	20
Outlet provides college with dubbing services	19
Outlet provides college (or student directly) with support materials (e.g., study guides)	14
Outlet provides other services to college or students	19

*Multiple responses were permitted, so column total exceeds 100 percent

Table 7

Financial Relationships Between Two-Year Colleges and the Television Outlets, 1978-79
(Asked of all respondents offering courses over television—N = 349)

Number of colleges offering courses over television in 1978-79	349
Number (percent) for whom television outlet provides free air time	279 (80 percent)
Number reporting costs of leasing air time	50
Average reported hourly costs to lease air time	$125
Number reporting costs of leasing production facilities	15
Average reported hourly costs to lease production facilities	$107

Table 8

Effects of Types of Television Outlet on Relationships Between Two-Year Colleges Using Television for Instruction and Television Outlets with which They Work, 1978-79
(Asked of all respondents using television for instruction—N = 706)*

Characteristic	Total (706)	Sole or Primary TV Outlet: Public TV Station (182)	Commercial TV Station (70)	Cable System (75)	Campus Closed Circuit System (280)	Other (99)
	(pct.)	(pct.)	(pct.)	(pct.)	(pct.)	(pct.)
Outlet airs programs acquired by college	41	45	42	54	40	28
Outlet airs programs produced by college	32	20	23	45	41	24
Outlet airs programs it selects and lets college offer them for credit	24	51	24	16	12	16
College produces programs using outlet facilities	24	14	16	31	32	18
Outlet provides promotion time for instructional programs	22	36	32	31	15	6
College and outlet co-produce programs	21	17	21	21	26	13
Outlet acquires programs on behalf of college	20	29	8	7	21	18
Outlet provides college with preview facilities and time	20	33	8	6	22	10
Outlet provides college with dubbing services	19	26	13	4	24	7
Outlet provides college (or student directly) with support materials (e.g., study guides)	14	17	8	6	15	17
Outlet provides other services to college or students	19	18	26	20	18	17

*Multiple responses were permitted, so column totals exceed 100 percent.

Relationships between two-year colleges and the television outlets with which they cooperate might vary depending on the type of outlet, e.g., public TV station vs. campus closed circuit system. Therefore, the data were analyzed further to probe those possible differences. (See Table 8.)

There were few surprises. Public television stations play a more active role than do other types of television outlets in all respects except production. In the case of production, the campus closed circuit system and cable system function most closely with the colleges. Colleges which operate mainly with cable and campus closed circuit systems are twice as likely to have TV outlet production facilities available compared to colleges which work mainly with public and commercial television stations. Programs *produced* by the college are twice as likely to be shown on cable or campus closed circuit systems as they are on public or commercial TV stations.

Table 8 provides the reader with a good idea of the roles and relationships of colleges and television outlets.

Table 9

Two-Year College Participation in Television Consortia, 1978-79
(Asked of all respondents using television for instruction—N = 705)

		Sole or Primary TV Outlet				
	Total (706)	Public TV Station (182)	Commercial TV Station (70)	Cable System (75)	Campus Closed Circuit System (280)	Other (99)
	(percent)	(percent)	(percent)	(percent)	(percent)	(percent)
College is member of consortium offering or producing telecourses	41	61	63	35	27	29

TV Consortia

More than four of ten (41 percent) two-year colleges which use television for instruction reported that they are members of a consortium of colleges offering or producing televised courses. (See Table 9.) This is especially true in the case of colleges which work solely or primarily with commercial television stations (63 percent) and public television stations (61 percent.) The reasons for this relatively high participation in consortia deserve further exploration. It might be found that some view consortium participation a convenient way to aggregate relatively small numbers of students into an economically feasible base for offering telecourses.

Factors Contributing to Use

Based on information received from persons involved in the use of television at the higher education level, a list of nine items which were thought to affect the use of television for instruction was constructed. All respondents were asked to indicate which of the nine factors had contributed to or hindered the use of television for instruction at their institutions. They were free to check as many or few factors as appropriate, either as contributors or hindrances.

This questionnaire item proved to be a very powerful one. Columns A and B in Table 10 show which of the nine factors were reported to be most important either as contributing to or constraining the use of television. Furthermore, by adding column C and column B for each factor, the overall importance (column C) of the factor can be assessed.

Table 10 shows that most of the nine factors were cited most often as being positive (contributors) rather than negative (hindrances). The two exceptions were the ability of the institution to provide necessary support for the use of television, and the time blocks available for airing instructional programs. They were cited more often as negative factors.

The nine factors seem to fall along a spectrum: at one end are two which are important to many respondents; at the other end are two which are important to relatively few respondents; and in the middle are five which are important to from 35 percent to 57 percent of the respondents.

The two factors which seem to have the most overall importance (institutional ability to support the use of TV and faculty member support) had large numbers of respondents citing them as contributors and an almost equally large number citing them as hindrances. This would seem to indicate that these are critical factors in the successful use of telecourses.

At the other end of the spectrum, relatively few respondents cited handling or airing of the tapes as important. Of those who did, most cited them as positive. This seems to indicate that the handling and airing of the tapes is certainly not a problem for most two-year colleges.

In the middle of the spectrum were five factors which are important to one third to one half of the respondents in varying degrees of intensity. About one third cited availability of appropriate courses, i.e., which meet the academic needs and standards of the institution, as a contributor but approximately one fourth cited the lack of availability of appropriate courses as a hindrance.

Twenty-one (21) percent of the respondents saw the available time blocks as a positive factor, while 26 percent saw them as a negative factor. The advanced scheduling and announcing of program schedules were viewed as a positive factor by 22 percent of the respondents and a negative factor by 15 percent. The availability of print materials was important to more than one out of three respondents, mostly as a positive factor.

The data were further analyzed to see whether respondents who were currently using television for instruction viewed the nine factors differently than those who were not using television at all or were using it only for non-instructional purposes. In general, the instructional users viewed the nine factors more positively than did the non-instructional users or the non-users. For instance, 37 percent of the instructional users saw the TV outlet's appreciation of the institution's goals for television use as a contributing factor, while only nine percent of the non-users saw that as a positive factor. (See Table 11.)

Table 10

Factors Which Contribute to or Hinder the Use of Television for Instruction, 1978-79
(Asked of all respondents—N = 1088)

Factor	*A* As a Contributor	*B* As a Hindrance	*C* Overall Importance
	(percent)	(percent)	(percent)
This institution (is/is not) readily able to provide necessary support services (e.g., faculty contact, flexible registration procedures, money).	30	35	65
Our faculty members (are/are not) sympathetic to the use of television for instruction	33	30	63
There (are/are not) courses available which meet the academic needs and standards of this institution.	34	23	57
Desirable blocks of time (are/are not) available for airing instructional programs.	21	26	47
Owners of the TV outlet(s) (are/are not) sympathetic to this institution's goals for television use.	28	12	40
Program schedules (are/are not) confirmed and announced far enough in advance of air date.	22	15	37
Print materials designed to accompany televised courses (are/are not) available.	26	9	35
The TV outlet(s) (are/are not) consistent in the airing of tapes (e.g., programs aired in incorrect order, infrequent preemption).	20	7	27
The TV outlet(s) (are/are not) consistent in handling tapes properly (e.g., mishandling, damage, and loss of tape are rare).	20	5	25

The major hindrances to their use of television for instruction cited by non-users and non-instructional users were: the institution is not readily able to supply support services (50 percent); faculty members are not sympathetic to the use of television for instruction (29 percent); there are not courses available which meet the academic needs and standards of the institution (25 percent).

Future Uses of Television

Those institutions which are not now using television for instruction were asked whether they had ever used it in the past and whether they planned to use it in the future. Forty-three (43) percent indicated that they had used television for instruction in the past. Fifty-one (51) percent reported that they plan to use it in the future. Furthermore, of all those which are not now using television for instruction but have used it in the past, 79 percent plan to use it again in the future. Of all those which have not used television for instruction in the past, 34 percent plan to use it in the future.

This seems to indicate that some two-year colleges have only temporarily suspended their use of television for instruction. Unfortunately, reasons for the suspension cannot be determined from the data from this study. On the other hand, many two-year colleges are planning to use television for instruction for the first time. It is not possible to determine for certain from this study how new these plans are or why, if they are not new, they have not been implemented sooner. As mentioned above, however, the current non-users of television indicated that the most common deterrents to their use of television for instruction were lack of institutional support, faculty commitment and appropriate televised courses. It can only be assumed at this point that these are at least high on the list of reasons for lack of adoption of television for instruction at those institutions.

One final indication of the strong interest in the use of television for instruction by two-year colleges is the large positive response (49 percent) to the question, "Is your institution interested in receiving technical assistance from AACJC in utilizing television for instruction?"

Table 11

Comparison of Reactions to Use Factors by Instructional Users and Non-Users/Non-Instructional Users, 1978-79
(Asked of all respondents—N = 1088)

Factor	Instructional Users (706)	Non-Users/ Non-Instructional Users (382)
	(percent)	(percent)
• This institution (is/is not) readily able to provide necessary support services, e.g., faculty contact, flexible registration procedures, money.		
Overall Importance	65	63
As a Contributor	37	13
As a Hindrance	28	50
• Our faculty members (are/are not) sympathetic to the use of television for instruction.		
Overall Importance	71	43
As a Contributor	41	14
As a Hindrance	30	29
• There (are/are not) courses available which meet the academic needs and standards of this institution.		
Overall Importance	66	40
As a Contributor	43	15
As a Hindrance	23	25
• Desirable blocks of time (are/are not) available for airing instructional programs.		
Overall Importance	54	29
As a Contributor	25	10
As a Hindrance	29	19
• Owners of the TV outlet(s) (are/are not) sympathetic to this institution's goals for television use.		
Overall Importance	48	23
As a Contributor	37	9
As a Hindrance	11	14
• Program schedules (are/are not) confirmed and announced far enough in advance of air date.		
Overall Importance	46	16
As a Contributor	28	7
As a Hindrance	18	9
• Print materials designed to accompany televised courses (are/are not) available.		
Overall Importance	43	16
As a Contributor	33	9
As a Hindrance	10	7
• The TV outlet(s) (are/are not) consistent in the airing of tapes (e.g., programs aired in correct order, infrequent preemption).		
Overall Importance	34	11
As a Contributor	26	6
As a Hindrance	8	5
• The TV outlet(s) (are/are not) consistent in handling tapes properly (e.g., mishandling, damage, and loss of tape are rare).		
Overall Importance	33	11
As a Contributor	26	6
As a Hindrance	5	5

2. Community College and Television Station Collaborations: What Makes Them Work

Penelope L. Richardson

The Questions

What are the factors that help or hinder community colleges and television stations when they attempt to work together to serve off-campus adult learners? What are some examples of successful collaborative relationships between stations and community colleges?

These two questions were investigated from March to July, 1979, by the American Association of Community and Junior Colleges, under the auspices of a grant from the Fund for the Improvement of Postsecondary Education. Collaborative relationships between community colleges and television broadcasters were studied at three community colleges and for three consortia: Kirkwood Community College, Cedar Rapids, Iowa; Maryland College of the Air, Owings Mills, Maryland; Miami-Dade Community College, Miami, Florida; Rio Salado Community College, Phoenix, Arizona; Tri-State Consortium, Paramus, New Jersey; and Washington Community College Consortium, Tacoma, Washington.

During a series of two-day site visits, interviews were held with consortia leaders, community college administrators, television teachers and telecourse managers, station managers and program directors, representatives from state or local community college boards, students of television-centered courses.

Eight factors previously identified* as important to successful station/college relationships were presented informally or by interview questionnaire to 37 staff members at the sites, who rated the presence and importance of these factors. They also ranked some specific examples of each factor and elaborated with descriptions of their own experiences in building collaborative relationships among stations and colleges.

*In a study funded by the Corporation for Public Broadcasting (Richardson, 1979) and conducted from December - March, 1979, phone interviews were conducted with 26 program managers, station managers, college executives, and telecourse coordinators across the nation. Eight tentative "success factors" were identified. These success factors were reformulated into an interview questionnaire, shown in Appendix A, which was used as the basis for data-gathering for this present AACJC study.

Rating the Factors

According to these staff members, the factors were rated on a scale of 1-5 as having the following importance:

Quality of Instructional Materials. Course materials offered (television, print, audio, other) must be excellent in learner appeal, academic content, production quality, and instructional design. (Mean = 1.2; N = 30)

Positive Station-College Relationships. The relationship must be based upon mutual self-interest, mutual respect, and mutual understanding of each other's priorities and constraints. (Mean = 1.3; N = 31)

Commitment of Leaders. Key individuals at various levels, but particularly institutional leaders, must believe in the value of the enterprise and must make a tangible commitment to it. (Mean = 1.4; N = 30)

Learner-Centered Focus. The total instructional system must be designed and coordinated with the needs of the adult learner at the center. (Mean = 1.4; N = 29)

Supportive Context for Distance Learning. Policies at the local, state, and federal level must facilitate access, flexibility, and outreach. (Mean = 1.5; N = 25)

Governance. Consortia/institution authority relationships must be clearly delineated and a management system developed for implementation. (Mean = 1.9; N = 30)

Stability. A firm financial and legal basis for operations must be established which allows for long-range planning and development. (Mean = 1.9; N = 29)

System Linkage. A communication/clearinghouse system must be established between levels of governance (institutional/state/federal) for sharing of resources, information, expertise, and political support. (Mean = 2.1; N = 27)

The faculty generally scored the amount of the factor present at their sites as much less than its importance, but gave them the same approximate rank ordering, as indicated below:

Rank	Factor	Mean	N responding
1.	Quality of Instructional Materials	2.2	30
2.	Station/College Relationships	2.3	31
3.	Learner-Centered Focus	2.6	29
4.	Commitment of Leaders	2.7	30
5.	Governance	2.8	30
6.	System Linkages	3.0	25
7.	Supportive Context for Distance Learning	3.3	24
8.	Stability	3.4	29

For example, the mean rank of the importance of quality instructional materials was 1.2, while its average amount at all sites was judged to be 2.2, a full interval away. This may reflect a natural tendency to judge the familiar site (the workplace) as less desirable or more distant than the ideal, but it is interesting that the rank of the factors is nearly identical between the ideal and the familiar, and provides some evidence for both the list of factors, their ranking, and the choice of these sites as examples of successful operations.

Table 1 shows the ranking given to each of the five definitions listed under each factor.

Table 1

All Sites/All Staff:
Average Rank of Each Definition of Each Factors

Commitment of Leaders	
Resources of time, staff, and money made available by station, college, and community.	1.9
Individuals with clout at college or station appointed as consortium representatives.	3.0
Effort expended by leaders on solving political and operational problems.	3.0
Public statements of advocacy made by policy-makers (college board members, presidents, deans of instruction, station managers, program directors).	3.6
Special incentives and support services offered to staff members who contribute and participate.	3.7
(Total N = 35)	
Governance	
Initial agreement reached on the purpose of the consortium: the differing expectations of various members explored and a method for determining priorities established.	2.1
Routine operational arrangements carefully worked out so they can be easily administered (information on course schedules, registration, access to materials, credit).	3.0
Appointment of a full-time professional to provide administrative leadership in budget management, course selection or development, personnel development and training, interpersonal relations.	3.1
Governance mechanisms established for each level (executive council of consortium; subcommittees such as curriculum, course promotion, finances; special committees at campus and station to perform necessary functions).	3.1
Regular sessions of the consortium scheduled for information exchange, policy-making, specific decisions.	3.2
(Total N = 33)	

Learner-Centered Focus

Local support services foster involvement (personal contact by phone or mail, etc.) and feedback (grades, self-study quizzes, etc.)	1.9
Administrative arrangements designed for adult learner: information and recruitment materials easily available; simple procedures available (for registering, taking exams, obtaining course credit, etc.)	2.3
Each course designed as a coordinated instructional system, with all components working together to serve the same instructional objectives.	2.5
Television programs offered at times convenient to the adult learner.	3.0
System has a special game plan, including processes for academic administration, target population assessment, inservice training for counselors and course managers, curriculum development and design, research and evaluation.	3.6

(Total N = 37)

Stability

Sufficient funding to cover course lease fees, videotape stock, air time, promotion costs, administrative/instructor staff time.	1.5
Equitable financial assessment system, based on differing size and strength of member institutions.	2.3
Constitution/bylaws of consortium spelled out in writing; legal/contractual authority vested in central administrative unit.	2.6
Mechanisms exist for institutional contributions to provide venture capital for production of new courses.	3.6
Procedures exist for withdrawal of member institutions in an orderly, stable fashion.	3.7

Quality of Instructional Materials

Materials must have substantial educational content and meet the standards of the college.	2.2
Materials meet learner's needs, stimulate interest, have broad appeal, and attract large, general audiences.	2.5
Materials are structured to enhance motivation, participation, persistence, and learning on the part of the at-home learner.	3.0
Materials are of high production quality and meet the standards of the station.	3.0
Materials are designed for flexible and compatible use in a variety of settings.	4.3

(Total N = 35)

Positive Station-College Relationships

Commitment from general manager/program director to educational broadcasting and to cooperative relationships with colleges; provision for curricular input at earliest possible stages.	1.9
Joint awareness of importance of communicating schedules, course information, changes, as far in advance as possible.	2.6
Commitment from colleges to television-centered courses that are competitive in production quality with station's regular programming; respect for production expertise.	2.7
Joint awareness of politics of dealing with faculty and station personnel in a time of limited finances and limited facilities.	3.6
Joint commitment to building audiences and to marketing products nationally; adequate lead time between production and release for preparation of printed materials and for implementation of promotion and utilization plans.	3.7

(Total N = 35)

System Linkages

System linkages developed, among colleges, among stations, and among consortia interested in television-centered materials development and use.	2.8
Information available on existing courses, on available course development funds, and on new course production priorities.	3.6
Strategies developed for sharing expertise in staff development, institutional development, technology development, etc.	4.2
Strategies developed for promoting compatibility among organizations in the system (for credit-granting, staff salaries, finances, etc.).	4.8
Strategies developed for lobbying at local, state, and national level on behalf of the at-home "distance learner."	5.6

(Total N = 22)

Supportive Context for Distance Learning

Flexible policies for admissions, transfer of credits, assessment of prior learning, competence-based assessments.	1.5
State financial aid available for part-time "distance" students on same basis as to regular students; reimbursements available to institutions on same basis as for regular students.	2.5
Cooperative relationships established with other community agencies: business, industry, labor unions, museums, voluntary agencies, social service agencies.	2.6
Federal policies and programs which support "distance" learning supported; funders interested in research and development of concept.	3.3
Satisfactory arrangements with teachers unions and broadcast station unions.	—

(Total N = 32)

The Sites

The sites were selected by Project Director Marilyn Kressel, with the advice of members of the National Advisory Committee and of the Task Force on the Uses of Mass Media for Learning of the American Association of Community and Junior Colleges (AACJC). Sites were selected to represent different geographic areas, different types of station-college relationships, different consortial or organizational structures, and different histories of successes and problems. Each site selected had shown a commitment to serving adult learners through cooperative relationships between stations and colleges.

Kirkwood Community College
Kirkwood Community College, in Cedar Rapids, Iowa, was founded to serve all the citizens of its seven-county area. Telecourses are but one of many "non-traditional" means of delivery at Kirkwood; the college also employs a vast telephone network system, with a site in each of the counties served by the college, and outreach in prisons, hospitals, and community agencies.

Kirkwood has won many grants for innovative instructional practices and has a large library of instructional television materials for on-campus use. It is one of the few community colleges in Iowa which makes good use of the courses offered through the Iowa Public Broadcasting Network, and it has been active in the Television Task Force recently formed to advise on the coordination of such statewide, postsecondary activities. Representing a rural area, Kirkwood exemplifies use of appropriate media to truly reach "the distance learner." At Kirkwood, those interviewed were the director of credit programs, the associate director of non-traditional studies, two telecourse teachers, and five students. The director of educational services for the Iowa Public Broadcasting Network was also interviewed.

Maryland College of the Air
Maryland College of the Air, an 18-college consortium which covers the state and includes community colleges and four-year institutions, has been in operation for nine years. The collaborative relationship was initiated by the Maryland Center for Public Broadcasting, which is committed to the idea of making postsecondary education opportunities available through television. The consortium operates in a low-key, no-nonsense fashion. A representative at each of the 18 campuses is responsible for campus-level operations and relations with the Center's staff.

College of the Air is an example of a loose confederation of colleges coordinated through one central office at a state television network. Those interviewed were the consortium director at the Maryland Center for Public Broadcasting and his assistant, three professors from three different colleges, a director of community development, and a director of learning resources.

Miami-Dade Community College
Miami-Dade Community College serves the metropolitan Miami area through collaborative arrangements with two public stations, one commercial station, and the hope of linkages with cable stations. The college is a place prepared to deliver television-centered instruction. In addition to developing nation-wide markets for telecourses, Miami-Dade is concentrating on developing television-supplemented courses for flexible use on its own college campuses. It is worthy of study because of its history, accomplishments, and perspective on the future. Those interviewed were the president, the executive vice president, the vice president for educational services, the director of auxiliary services, the student personnel specialist, the director of research, and director and four instructors of Open College. Two executives at public television stations were also interviewed, as well as one college board member.

Rio Salado
Rio Salado, the newest college in the Maricopa Community College District of Phoenix, is a college without a campus established to ensure that all citizens in the county have lifelong learning opportunities and can realize their fullest potentials. The college was created to provide educative services to community groups currently unreached by delivering educational programs in workplaces, community sites, and through alternative delivery systems. To reach distance learners through telecourses, collaborative arrangements are in effect with KAET-TV, licensed to the Arizona State University, and with KTVK, the ABC affiliate.

Rio Salado and a number of other institutions in the area have just begun a collaborative arrangement coordinated through Arizona State University which includes linkages with stations, universities, hospitals, training centers, and other types of community agencies.

Tri-State College Consortium
The Tri-State Consortium of New Jersey, New York, and Connecticut covers a significant portion of the northeastern United States and exemplifies the problems and opportunities inherent in the coordination of diverse activities of diverse institutions. Tri-State can be termed a super-consortium, a linking mechanism for a variety of collaborations and may soon be enlarging to include members from Maine to Maryland.

This complexity of relationships has meant that the six-year history of Tri-State Consortium has been one of false starts and new beginnings, with no initial agreement on the consortium's mission and, until recently, no central unit empowered to govern and manage its affairs. Tri-State appears to have a bright future, and is moving toward the achievement of stability and a firm management structure. Those interviewed were two consortium directors, three teachers, four television people (from a state public network, a cable company, a commercial station, and a community station) and an assistant dean.

Washington Community College Consortium
This statewide consortium, coordinated at the state community college board level and through a contract to a local public station in Tacoma, is an example of a consortium in its second year of existence which is struggling to remain viable against severe odds. Though avidly supported by many of the college members and by several of the local public stations involved, its financial base is not firm, and it is prevented by state law from promoting its courses. The future of its best station-college relationship is in doubt, since the coordinating public station recently was sold to a commercial interest. Yet the people involved are working very hard to make the consortium work and to be able to offer courses to adult learners. Individuals interviewed included a state board member, two deans, two media coordinators, three instructors, one student, and a director of educational services for the TV station.

Appendix B contains further background information and the names and addresses of the members of each site, as well as a list of individuals interviewed. Additional information is given on consortia operating in the states where Miami-Dade, Kirkwood, and Rio Salado Community Colleges are located.

Quality of Instructional Materials

There was not clear agreement among staff members as to the meaning of this factor. The definition which received the highest mean rank was: "Materials have substantial education content and meet the standards of the college," but close behind was: "Materials meet learner needs, stimulate interest, have broad appeal, and attract large, general audiences."

One dilemma that seems clearly evident is the difference in what motivates students to watch the programs and what causes learning to take place. "Color adds nothing to our philosophy course, nor movement," says Dick Smith of the Maryland Center for Public Broadcasting, "but audiences won't watch without it. We could cut costs a lot if we were just making programs for their teaching qualities, not their appeal." In fact, according to Smith, sometimes the courses that attract the most attention are not the best. "Our 'Human Sexuality' course got large enrollments, but many questioned its academic quality. That poses the moral question: Do you run a course to get student enrollments, or because there's an educational reason to do it?" Smith feels that all the hocus-pocus about production quality and learner objectives takes away from the content. "The student who self-selects himself into a TV course has the motivation or he wouldn't be there."

Further, Smith sees a sharp difference between eastern and western attitudes toward education. "It's as if they throw a switch at the Alleghenies," he says. "There are different expectations and standards out west. Coast Community College in California gets huge enrollment in home gardening and interior decorating, but in Maryland we can't offer those courses for credit."

His comments reflect the nationwide debate over what is and isn't appropriate for community colleges to offer, and whether it is more legitimate to offer liberal arts and vocational technical courses than leisure-oriented and community-based courses.

Joyce Elsner, Dean of Alternative Education Services at Rio Salado, wants both. "I want a balanced schedule each semester, not just fun and games, and I *will* compromise on production quality," she says. For students who want to learn metrics, she says, "Telecourse teacher Mary Malm at the chalkboard does a great job—comes across with personality and enthusiasm." Rio Salado's radio course, Word Study, another locally-produced, low budget production ("you can hear her flipping the pages over the mike") is criticized by production experts, but beloved by the students: "They ask for it semester after semester."

Elsner feels that a realistic goal in 10 years might be to offer 30 percent of the courses any given semester through media. "The person who lacks basic skills probably can't handle the alternative delivery system at all—that person needs personal contact and much developmental help," she comments.

Ned Glenn at Miami-Dade makes a similar observation: "At Miami-Dade Community College, the two ethnic groups which together represent more than half of the school's student population are underrepresented. This is the case in most non-traditional programs, including telecourses. Courses geared toward 'developmental' skills are costly to produce and deliver and require intensive human follow-up to be successful."

Ken Roberts, instructional designer at Rio, does have some suggestions on ways courses can be designed to assist the able but insecure student:

"Some students enroll in telecourses because they're unsure of their capabilities. We must design the courses so that they have a successful learning experience. For example, the student guide should be designed with built-in, required, overt responses to materials, with practice items for each main concept and required quizzes for each unit. We must not allow passive, dead responses on the part of the at-home student. Active learning must be required, before, during, and after viewing."

To Bob McCabe, executive vice-president at Miami-Dade, "quality of instructional materials" means materials designed for individualized, independent, and flexible use by students and faculty in a variety of settings. He feels that the new technologies have arrived just in time to meet a whole new set of learning needs:

"So many professions require upgrading and retraining of people, yet the people are spread out all over the state. But with a combination of a home videodisc player, or a baby computer with cassettes, we could deliver all kinds of instruction to the home. If these things can play a good game of chess, why can't they teach inter-active, self-paced math?"

McCabe feels that Miami-Dade's main contribution to individualized instruction is their Response System with Variable Prescriptions (RSVP), a computerized system of responses to students, which can be used to advise, individualize, provide feedback on tests, and prescribe appropriate instructional assistance. The general education curriculum has just been revised and McCabe foresees the development of a whole set of mediated instructional materials to assist faculty in diagnosing, placing, remediating, and facilitating the learning of students.

Kamala Anandam, director of research, gives these examples of the uses of the RSVP system:

- Both Open College and on-campus course instructors use it to gather and analyze survey information on students.
- Basic skills—reading, writing, and math—can be diagnosed through testing and appropriate remedial sequences can be prescribed. The computer can select from 3,000 possible assignments the one best suited to a particular student. As the student improves, the computer will assign him to a higher instructional level.
- In math, test questions are written so that the wrong answers enable a diagnosis of the student's problem. The distractor items, the "wrong" answers in a multiple-choice test, are written so that they tell the instructor *why* the student didn't understand.

A side benefit is faculty development: faculty think much more seriously and analytically about how to improve the teaching-learning process when they work in this painstaking way on each aspect of their instruction and testing. Anandam considers this teaming of content expert and measurement specialist in the design of materials to be essential if content quality is sought in instructional materials.

On the question of the academic quality of telecourse materials, there are varied views. Several students at Rio Salado mentioned the American history course they had taken by television. "It was very well done." "The study guide integrates the text and the television, so that you have a thorough knowledge of the subject." "I never realized American history was so damn interesting: I began to see how it all fits together." The students were indignant that the course had come under fire from faculty members at other campuses, feeling that it had "given insight into places, people, terrain," and dealt much more with relationships than does the usual history course.

Another student mentioned the importance of materials that stuck to business and provided needed information in an interesting but serious way. "When I'm studying, I don't look for jazzy frills."

Jennifer Snell, psychology teacher at Kirkwood, found "The Growing Years" telecourse materials to be of excellent quality, presenting a thorough and scholarly view of the subject matter:

"Many of the experts interviewed on television were leading psychologists whom I'd read about while getting my degree, but whom I'd never seen in person. Teaching the course was a good way for me to update my own background in the field." On the other hand, faculty at Maryland College of the Air rejected far more telecourses than they accepted. They think there is still a great dearth of excellent programs.

Dan McAuliffe, director of televised instruction for the Connecticut Regional Community College System, has a broad view of things, since the Connecticut consortium has been in operation six years:

"Programs like 'Ascent of Man,' 'Man and Environment,' and the 'Adams Chronicles' changed the whole picture as far as video techniques go. With their large production budgets, they would copy the video techniques of commercial television, and they have brought TV instruction up to the modern day. When we select and screen series, I look at the level of production and styles, along with the backup material. I look for a total instructional package: a comprehensive and scholarly textbook, a study guide which ties together the visual and written components, a good set of pre- and post-tests to reinforce the teaching points, and well-produced and interesting television materials. When you're judging quality of instructional materials, it's the educational value of the total instructional package that counts."

Positive Station-College Relationships

This factor was defined by most staff members as "commitment from general manager/program manager to educational broadcasting and to cooperative relationships with colleges." As will be seen in the examples, this commitment manifests itself in many ways, and it is a commitment that must be backed up by hard work from staff members at various levels.

Connecticut's TV Community College, an associate member of Tri-State, is successful in large part because Connecticut Public Television's president and general manager, Paul Toff, comes from an educational background and believes in public television for instruction. "Without commitment at that level, you won't get it from the staffs," says McAuliffe.

CPTV's commitment is manifested in a variety of ways: It devotes free air time to TV College, plus facilities, personnel, and on-air-promotion. In addition, it helps the colleges place advertisements through state newspapers, provide convenient morning and evening program times so students with different lifestyles can be reached, handle shipping of videotapes, and make available multiple copies of promotional tapes to commercial TV stations.

One example of the commitment of both station and colleges to the concept was the appointment of McAuliffe in 1973 to coordinate the affairs of the consortium. He works with the colleges directly, appointing a TV coordinator for each campus. The coordinator then acts

as a funnel for communication in all television matters, passing along information to instructors, distributing promotion materials, acting as an information resource for students, and as a liaison to the regional office. Commitment and follow-through are required at each level for the system to function smoothly.

Dick Smith feels the Maryland Center for Public Broadcasting made the commitment to ETV because of the philosophical base of its director, Richard Breitenfeld. "The bulk of our dollars goes into community service projects: review of the arts weekly, family events, legislative and government press conferences, programs for the farm communities, 'Maryland Week in Review.' "

Commercial stations as well are often motivated to contribute air and production time as part of the public service commitment for their license renewal. In Phoenix, the local ABC affiliate, KTVK-TV, donates 30 minutes to Rio Salado five times a week, 52 weeks a year, for a total of $26,000 worth of air time. In addition, the station also donates production time for telecourse and community service programming. In New York, WCBS's "Sunrise" and "Sunset Semester" pioneered in adult education, contributing the time from 6:30 to 7 a.m. six days a week, 12 months a year, nationwide, and contributing air-time, studio support facilities, and a small production budget, too. Bergen Community College, a Tri-State member, is one of its partners. Bergen develops the program idea, print materials, and guests; CBS provides the studio and production expertise.

One of the ways station managers and program directors show their commitment is by spending time and effort solving political and operational problems. "No one but leaders can solve them, and it must be part of their job," says director of postsecondary education Elizabeth Adams of the New Jersey Public Television Network.

For example, last year she and the director of education services spent four months visiting each of the 63 colleges and universities in New Jersey. They met with presidents, deans of instruction, public relations people, academic affairs representatives, and faculty members. They explained NJPTV and what it could do for higher education, and followed up by inviting representatives from all campuses to a statewide meeting (35 sent representatives). At this meeting all network executives were available to answer questions ranging from policy to operations. "The whole point," says Adams, "was to demonstrate that we think postsecondary education through television is a good idea, and we're willing to work with them on it."

On the other hand, postsecondary instruction is not a high priority of all station managers. Persons from both stations and colleges acknowledged that many community-based public stations are more interested in reaching the general public than in delivering instructional programming. As one interviewee put it:

"KCET, NET, WTTW, WGBH—have created a cultural network, and that's the orientation of the Public Broadcasting System's D.C. staff, too. So education gets a pretty short shrift, unless you have a state education network as they do in South Carolina, Iowa, Kentucky, or Maryland," commented one.

Tim Gunn, director of the office of postsecondary education at WNET, responds, "Our broadcast schedule is as compacted as that in any area, and it's difficult for us to free up as much air time as educators would like, though it's my job to make inroads on that. It is of importance to WNET that the quality of materials be high and of interest to a general viewer."

As evidence of WNET's commitment to the adult learner, Gunn points to the Adult Open Learning Program, funded by the Fund for the Improvement of Postsecondary Education and aimed at the adult student who's been away from school for a while.

"Students like that aren't so adaptable to the absolutely independent study mode," he says, "so the colleges involved have made a commitment to meeting with them at least once every two weeks in a place accessible to community members: the Bronx Post Office, the Bronx Psychiatric Center, on Saturday mornings at the City University of New York, and other places. Also, the series involves only a total of about nine hours of television, rather than being locked into 30 half hours."

In a similar vein, John Felton, vice-president for programming of WPBT, Channel 2, in Miami, describes the station's relationship with Miami-Dade.

"The problem is, we're two different animals. We work well together because we have a good understanding of each other's situation, but out goals, our schedules, and our constraints are very different. The college has to lock its schedule in a semester ahead, and we're lucky to have ours in place two months ahead. They do long-range planning, while we make decisions year-to-year. They're aiming for specific student groups and we're serving a broad community audience." Felton believes that cable TV and video cartridges are better ways to deliver instructional programming, and sees his station as producing and distributing such programming in the future.

Don MacCullough, director of media programs for Dade County Public Schools, is also rather lukewarm about building a close relationship between Miami-Dade and the school district's television station.

"There's only so much air time, and we have to be sure that what the college wants to use it for is what the public wants too. From my standpoint, I'd need to be sure it's worth the time, money, and effort to go into this in a big way." He adds that he's been trying to interest Miami-Dade in delivering programs through alternative means, such as a four-channel instructional television fixed service system which reached 50 community schools until 10 p.m. each evening.

Members of the Washington Community College Consortium wonder if they can survive without good, strong relationships with their local stations. Their main station supporter, KCPQ in Tacoma, has recently been sold to a commercial interest. The other public television station in the area, licensed to the University of Washington, has other priorities than working closely with the community colleges. "We can't succeed without it, unless we have the state totally wired with interconnecting cable linkages," states Consortium Director Gary Sivertsen.

Ultimately, of course, stations managers will make a commitment to that which seems in their best self-interest, given their definition of their mission and their perception of their most vital role. A number of people interviewed were most excited about the potential of collaborative relationships with cablecasters and other "narrowcasters," who are able to focus on more targeted audiences, perhaps more appropriate for instructional services.

For example, Joe Lipton, manager of UA Cable Vision in New Jersey, sees great potential in a working relationship with Bergen Community College, noting:

"We have a cable TV franchise, and are installing a studio on the college campus as well as starting an internship program. We're also involved in an interconnect from Essex County College with another company, Suburban Cablevision. Between the two of us, we have 1,000,000 homes wired, and we're growing fast."

The mutual advantage involved is that next fall, Lipton can give Phil Dolce at Bergen his subscriber list so Dolce can promote directly to the homes, letting those people know of the telecourses available through cable TV. At the same time, when Lipton wants to interest new customers, he can tell them that one of the advantages of UA Cable Vision is that they will be wired up to Bergen Community College's off-campus program. In the fall semester, according to Lipton, telecourses offered at Bergen will be promoted through UA Cablevision as an experimental effort to determine how many customers can be obtained.

Dave Bunting, associate director of non-traditional programs at Kirkwood, also advocates delivery modes other than open broadcast television. He is interested in the "public telecommunications library" concept, in which libraries of videotapes are made available to subscribers, perhaps through the auspices of a coordinating agency like the region's Central Educational Network. "If students can check out a tape and view it on their own time, it's much more flexible than dragging them out of bed to watch a telecourse at 6 a.m."

Jan Baltzer at Rio Salado echoes the sentiment: "Members of our new Consortium for Learning in Arizona through Instructional Media, a consortium of colleges, stations, and services agencies, are interested in closed circuit materials which can be modified for self-paced instruction and which can stand on their own."

She mentions that many libraries have purchased videotape recorders and cassettes so that they can offer community members nonformal adult learning opportunities based on television programs—for example, a discussion series based on the parenting course "Footsteps," led by graduate students from the universities. "Increasingly, the idea of each community having its own telecommunications center is a notion that is catching on, and that may be where the future of station-college collaborations will lie," she notes.

Ken Roberts, instructional designer at the college, feels that such a development has implications for production: "We need much more flexible and low-cost production, for small, isolated groups. It makes sense to have a lavish, high production course for English 101, and to offer it over open broadcast because all students must take it. But for the guy who wants to learn how to install a sprinkler in his home garden, there should be a cassette library of topics available in new neighborhood community centers—courses on selling your first home, on early childhood development, on microwave cooking, on what to do if your orange tree is dying. The same approach could be used to develop instructional materials for professional upgrading: basic skills, filing, shorthand, and then higher level courses as the person advances. Everything we need doesn't have to be highly produced."

Learner-centered Focus

The chosen definition, according to staff members, is "local support services foster involvement (personal contact by phone or mail) and feedback (grades, self-study quizzes)." One other option followed closely: "administrative arrangements designed for adult learner: information and recruitment materials easily available; simple procedures available for registering, taking exams, obtaining course credit, etc." These close rankings indicate that "learner-centered" is a term that connotes both personal and administrative support for the learner.

Terence Kelly, vice president for educational services, lists the various kinds of support services that are provided for Open College students at Miami-Dade: twenty-four hour phones for students who need tutorial help, faculty office hours for those with special problems, review sessions, phone-in radio programs, and "the heart of our system," the Response System with Variable Prescriptions. Support services provided to faculty are crucially important also, with four course coordinators to help with test development, print design, proofreading materials, developing the RSVP materials, and secretarial help.

Miami-Dade instructors Susan Wilson, Doug Andrews, Dorothy O'Connor, and Pete Diehl agree that what ties together all their work is the fact that the students can bend the materials to suit their own time. Many like to thrive on the independences and on the anonymity.

However, some faculty members are troubled by the

fact that the student is remote. One would like to follow the British Open University model, with a weekend seminar to get things going, where they could focus on issues and interact with one another.

Student materials are well planned and prepared at Miami-Dade. The take-home packages are well organized, and receive constant revision, according to faculty observers.

One way in which the materials are not as learner-centered as faculty would like them to be has to do with the inflexibility of the television component. "Thirty half-hours is too much time and too expensive; we should do fewer programs and spend more time and money making them better," said one observer. "And we'd like to use mixed media like radio and audio-cassettes. One thing we try to do in that line is to have review tapes available on audio. They can check them out at the learning resource center, have them dubbed onto a blank tape, and review the material at home."

An additional learning support faculty would like to provide is an experimental section in which the remote learners can join a neighborhood learning support group or a telephone network. Dialogue is important, especially for the distance learner.

Jennifer Snell, teacher of "The Growing Years" and "Parent Effectiveness Training," gave these examples of local support services she provides at Kirkwood to foster involvement and to provide feedback:

- send out weekly quizzes and gave them points for merely trying;
- keep an individual file card on each student so I can "place" that student when we talk by phone;
- write them weekly letters, telling them the important points to look for in the reading and what they can skip. Try to reassure them so they won't be overwhelmed by the great load of technical information in the course;
- point out controversial viewpoints and give them alternative approaches so they won't think there is just one way to look at a question;
- tape the seminars and send them to the students who are in prison;
- make efforts, through letters and phone conversation, to overcome the impersonality inherent in the situation;
- present myself as a fellow learner who is also getting something out of the course (which is true).

Clearly, the faculty for the on-campus contact should be carefully chosen. A good on-campus instructor will keep office hours, will listen carefully to the phone-in questions, and will respond.

Also, as Dave Krohn at Kirkwood points out, feedback and communication are important for the teachers as well as the student. "Personal contact with students in the classroom is what I really enjoy, what teaching is all about to me," he says.

When local support services break down, life becomes particularly miserable for the distant learner, as the student at Bergen Community College points out:

"Information on the course schedules is crucial. When I signed for 'The Growing Years,' we knew the dates it would be offered, but not the time of day. Luckily the Sunday time worked for me, but we should've known right away when we registered. Also, WNET-Channel 13 bumped the program two weeks in a row in December, so I had to run into the campus and view it in the library—and they also showed programs out of sequence. I panicked—and so for me, a lot of supposed time-saving element didn't work, because I couldn't count on the television. I was never notified of schedule changes."

Another student commented:

"For me, the best thing was the letters from the instructor. They tied things together and added a personal touch. The seminars, on the other hand, weren't great. They were geared to the community and weren't that related to the course. I'd rather be bored by someone telling me something that I'm learning from them than engaging in pleasant interaction that doesn't help me learn what I need to know."

However, when carefully planned, community forums can play a vital role in supporting telecourses. Charles Thomas, professor of English at Bergen Community College, describes the way he uses a combination of community forums and the telecourse, "Arts Through the Humanities," to create a dialogue with the community:

"The television programs are well-researched. For each of the art forms studied, they provide four perspectives: historical, formal analysis, biographical, and critical. I build a community seminar around each of these approaches. For example, in the unit on sculpture, we timed our community seminar to coincide with the reopening of the community art museum, which had been closed for improvements. My speakers were the museum manager, a painter, a sculptor, and an art critic. I presented the historical perspective. My goal at these community seminars is both to entertain the audience and to provide a practical, hands-on application on the concepts presented in the television program."

Many advocates of TV courses have attributed teachers' lukewarm attitudes toward the medium to laziness or fear, but the teachers interviewed at these sites are vitally concerned with the teaching-learning process, and to the importance of dialogue, feedback, and reinforcement.

Commitment of Leaders

The definition that most staff members felt best summed up "commitment of leaders" was "resources

of time, staff, and money made available by station, college, and community leaders." They gave examples of the many ways, large and small, that leaders at various levels can make a positive difference with their support, or a negative difference without it.

Miami-Dade President Peter Masiko helped build Chicago's TV College in the 50's, and brought the know-how and enthusiasm he acquired through that experience to the founding of Miami-Dade Community College.

At Miami-Dade, his goal was to create a campus that could meet the needs of growing numbers of students through technological means as well as through face-to-face classroom instruction. Technical assistants were employed to design television color studios so that productions of broadcast quality could be produced for external as well as internal use; students and staff members were trained to provide support services to faculty members in the use of audiovisual techniques. Masiko worked closely with his board of trustees, who included a former president of NBC, a stockholder who owned several television outlets, and a senior partner in a law firm who represented several television companies, in developing the program and facilities.

"It takes a large-minded person, with good business expertise and a vision of the future, to really serve well on the board of this kind of a campus," says Masiko. "People who don't understand are reluctant to approve expenditures for large amounts of equipment; they're just not comfortable with spending, say, three million dollars for a new computer complex. You must have people in leadership roles who can do long-range planning, who can visualize the needs five to ten years from now. They must be willing to be on the cutting edge of the industry."

On the other hand, Joyce Elsner at Rio Salado feels that commitment to alternative delivery systems need not initially mean a great investment of time, staff, and resources.

"The important thing is to get started," she says. "Appoint a half-time staff member. Find an existing consortium to give you advice. Give a faculty member 50% release time to learn the ropes of telecourse delivery, and set aside some funds for work-study students—whatever is the appropriate first step to get going. But be sure that your first course is a good course, so that you're off to a good start."

A problem in getting support from district leaders, according to Jan Baltzer, is that most don't understand distance learning. "They don't know how a television course provides less than a third of the total content, or that a fairly large support staff is needed to process student contacts. They need to understand that in telecourses, there are different roles for students, faculty, registrars and administrators. We need to inform them, but that takes time."

At Rio Salado, public statements of advocacy are seen as one way leaders can show their commitment to the enterprise. Baltzer notes:

"We originally got some bad press, with concern about whether our part-time faculty were adequately credentialled. The faculty on other campuses saw us as responsible for the district's new 'hold the line' budget, even though the dollars that went into the establishment of Rio didn't come out of the salaries budget. At a time like that, when the new institution is vulnerable, strong statements of support from board members and high-placed administrators can make a big difference, both to staff morale and to public opinion."

At Kirkwood, television courses serve such a limited number of students that they have not yet had high visibility. Don Fuller, director of credit programs, feels that "benign neglect" is the best mode for an innovation like telecourses, so that it isn't seen as too big a threat to the regular activities of the campus. If you make too much of it and promise the world, you'll get set up and attacked later on. Any innovative program flourishes best for the non-traditional learners anyway, and there's a danger in overselling it to the others."

According to Dave Bunting, Kirkwood's commitment to alternative media delivery systems and alternative learning strategies can be seen in a variety of ways on campus. Kirkwood has procured and produced thousands of videotapes which teach everything from simple skills to elaborate concepts. These are housed in a central video library which is connected to TV outlets in each classroom. Teachers or students can call up the desired tape and be able to see it seconds later. Faculty are encouraged to seek instructional improvement grants, and in many cases the administration has continued to support the innovation with institutional money once the initial grant is completed.

In the Washington consortium, staff members perceive that "the real commitment is from the people working their tails off locally." They mention the careful groundwork laid by Frank Price of the State Board for Community College Education, and Marlena Scordan, director of educational services for the Tacoma Public Television Station, Channel 13. "Their attention to political and operational problems, and their ability to enlist support from the deans, have helped us greatly," comments Rick Schutter, media coordinator.

In spite of the commitment at the staff level, Washington consortium members wonder if that is enough. "I feel the ground is slipping out from under us over here—we're losing Channel 13 and getting hassled about cost-effectiveness. We could do such a lot in the Seattle area, if we had better air time, but it may be a while before the state legislature looks at it seriously as a way to teach. They still see television as a toy," comments Schutter.

Dick Smith feels that in the Maryland colleges the commitment varies from campus to campus. He believes that for success, the president must be for it or neutral. "Nobody in the consortium thinks TV will solve all educational problems; they think it's a nice supplement.

During lean times, when cutbacks are needed, it's a towel they are willing to throw in. They like our involvement in a nationally recognized consortium, but are worried about pulling students away from the main enrollments."

A number of telecourse teachers commented that they were reluctant to publicize telecourses on the regular campus because it would frighten and alienate the regular faculty. "I guess we play a leadership role in reassuring the faculty, convincing them we're not trying to replace them, being sure they get proper pay for their telecourse responsibilities, and encouraging them to build on what's offered in the telecourse," said Lou Orndorff of Catonsville Community College.

The importance of the leadership role of planning for nitty-gritty, operational details, so that delivery problems get taken care of up front, was stressed. Joyce Elsner gives this advice: "Develop a handbook that tells faculty how to help distance learners. Build longevity into your paperwork staff. Develop an operational guide for your hotline operators. Develop an orientation process for your student services staff, your community services division, and your faculty."

Anne Maganzini, teacher at Bergen, says: "It's the nitty-gritty that can drive you nuts. For example, I, as TV-teacher, am supposed to be available so that students who need help can call in during certain times. But the college changed the telephone system in the middle of the year, without warning. So the students couldn't call me, and if I wanted to call them it was in an office with five secretaries typing, so I could barely hear their problems over the phone." Another disconcerting oversight was the time the letters to her students were sent out third class mail—bulk rate—so that students didn't receive their notification of the monthly seminars until after the first one had already been held. "There I was, and no one showed up."

At Kirkwood, one teacher listed these activities as examples of the commitment of Dave Bunting, associate director of non-traditional studies:

- provided her with sample introductory letters to the student;
- helped her make room arrangements;
- brought texts to her seminar room, since the bookstore was closed evenings;
- sent out promotion material to day-care centers, pediatric hospitals, and others who might be interested in her course in developmental psychology;
- tracked down registration problems with the computer so that no student records got lost;
- provided all necessary course materials: teachers guide, text, list of TV programs topics and times;
- arranged for clerical workers to address envelopes, grade objective exams.

Commitment of leaders, then, means different things to staff members at different levels of the organization, but all agree it is crucial in making the system work.

Governance

A difficulty in establishing effective station-college collaborations is to be found in the differing priorities, constraints, and missions of the two sets of institutions. For this reason, most staff members defined "governance" to mean "an initial agreement is reached on the purpose of the consortium; the differing expectations of various members are explored and a method for determining priorities is established."

The Tri-State Consortium, originally formed in 1973, had multiple purposes at first, and no clear way to resolve conflicts. According to several observers of the early history of Tri-State, a consortium trying to do too many things can end up doing nothing. In its current reincarnation, Tri-State's mission is to "bring together colleges, broadcasters, and publishers to share information and expertise," and it includes 27 postsecondary institutions, four public broadcasting stations, four cable companies, and a publishing house as members or cooperating members.

Within Tri-State, each collaborative relationship has a unique story of how it all got started and what makes it work. George McClellan feels that it's the hard work and good relations among three or four dedicated "behind the scenes" people that make their upstate New York consortium effective, rather than any formal organization chart or elaborate mission statement. The original impetus for collaboration came from a combination of factors: the willingness of WMHT's station-manager to underwrite initial costs for telecourses, the new interest of Dutchess Community College's president because of his investment in a translator to improve TV coverage in the area, the granting of a New York State Higher Education Act Grant to improve station-college relationships, the enthusiasm of Executive Director Dolce about what Tri-State could do to provide services to such distant areas as upstate New York, and the willingness of staff people to work long and hard on the communication, travel, and negotiation necessary to make it all work out.

Elizabeth Adams of New Jersey Public Television agrees, but adds, "You can learn a lot about a television station's priorities by looking at its organization chart and seeing who reports to whom. At NJPTV the director of programming and the director of instruction have equal clout, and that is not the case at many stations."

The importance of conferences and special educational meetings in establishing agreement on the purpose of the consortium cannot be underestimated. Both Elizabeth Adams of New Jersey Public Television and Dan McAuliffe of the Connecticut Regional Board emphasize the amount of time they have spent working with

individuals and groups on the various campuses in their states, helping faculty and administrators understand the potential of television-supplemented courses for adult learners.

If Tri-State is complex and unwieldy, Maryland College of the Air may be at the other end of some kind of management-complexity continuum. The Maryland Center for Public Broadcasting has aired college credit courses in cooperation with public institutions of higher education since 1970, and the details of governance were originally worked out between Dick Smith of the Center and the campus coordinators of the original participating colleges: Catonsville, Essex; Baltimore County, and Prince George's Community Colleges. From the outset, the emphasis has been upon simplicity. Consortium representatives meet twice a year, six weeks before the semester begins, to discuss problems from the previous semester and to select courses to be offered or produced in the future. The person from each campus who has responsibility for administrative matters acts as consortium representative to these meetings, including deans, library heads, learning resource center directors, audiovisual personnel, extension specialists, and teachers. "The less structure, the better," says Dick Smith. "I prefer to wheel and deal individually with each college, and structure would be a roadblock. This way I can make individual exceptions for individual cases."

According to Ned Glenn, director of Miami-Dade's Open College who is responsible for the administration of all courses for distance learners, the governance decision to place Open College operationally at the district level rather than to attach it to each of the four campuses was a significant one. "Here, we have a semi-autonomous position. There has been a willingness to finance our fits and starts and experiments, so that the Open College concept could really have a chance."

A voluntary group is the Television Task Force of the Iowa Coordinating Committee on Continuing Education of the Iowa Postsecondary Education Commission. This group acts as an advisory group to Director of Educational Services Sally Ihne of the Iowa Public Broadcasting Network (IPBN). Members of the Task Force represent two-year, four-year, public and private postsecondary institutions in Iowa who help to educate themselves and others about the role of television in the future of postsecondary education in Iowa. IPBN makes the final decision about which telecourses to offer over the network, guided by a policy statement for college credit and continuing education program service.

The Washington Community College Consortium is an example of a group that worked carefully and methodically, one step at a time, to establish agreement on the purpose and governance structure of their consortium, to explore the potential of telecourses for the adults in their community, and to prepare faculty and administrators for each aspect of the new concept. Their achievements exemplify what can be accomplished when support originates, not from "the top down," but "from the middle out."

The twenty-five originators met first in October, 1976, to discuss the viability of TV instruction. They were inspired by the successes of places like Coastline in California, Dallas, and Miami-Dade Community Colleges, and determined that they, too, could use television to meet the learning needs of citizens in their communities.

The group decided to engage in a number of strategies. They invited a representative of the State Board for Community College Education to join them, and they developed a study group to initiate a feasibility study, using the PBS production "Classic Theatre" as the target course. They planned and held a workshop on the concept to create excitement and to allow faculty to air their fears. They investigated the benefits of constituting themselves as a consortium in order to effect economies in leasing and promoting telecourses, to encourage the development of uniform policies and practices, and to facilitate the development of expertise in telecourse use.

Seventeen colleges joined the consortium for its experimental year. The consortium provided inservice training to instructors teaching the courses. Uniform publicity was provided through a common brochure listing the courses to be offered each quarter. The state's public broadcasting stations showed TV spots to publicize the courses.

The experiment was successful enough to be continued into a second year. According to Frank Price, participating colleges are working with the consortium to eliminate competition among themselves with regard to enrollment, fees, and credit, and are trying to resolve their own college concerns regarding awareness, implementation, faculty fears, and general support for televised instruction.

Rio Salado is a founding member of the newest consortium examined in this study, the Consortium for Learning in Arizona through Instructional Media (CLAIM). In the planning stages since November, 1978, CLAIM's governing constitution and bylaws are at last being signed by the various institutional representatives involved. Seed money for the consortium was provided by the Higher Education Act's Title I grant to Arizona State University, and participating institutions include stations, colleges, hospitals, libraries, prisons, and social agencies. Staff members at Rio have played a significant role in shaping the consortium for they are more experienced than most others in Arizona in offering telecourses.

The purpose of this new consortium is to share human and material resources in providing instructional experiences on health, education, law enforcement, and other topics to a variety of community agencies.

Supportive Context for Distance Learning

This factor was not given a high ranking. The definition most often chosen as important was "flexible policies for admissions, transfer of credits, assessment of prior learning, competence-based assessments." Many people interviewed said they had other, more immediate concerns about their consortiums at this point, and that the consortia were too new and tentative to be involved in broader policy concerns. They saw this factor as increasing in importance as consortia and other collaborative arrangements increase.

Several persons did mention policies that they believed caused problems. In New York, instructional television for K-12 students is strongly supported and regulated, but there is little support for adult education programming. Support at all levels is needed, but as staff members pointed out, it takes time to make changes.

One policy Maryland Center staff members feel is an advantage is that no distinction is made between television and regular courses for credit-granting or state reimbursement. All courses are transferrable to any college. It may be difficult sometimes to gain acceptance for a course—but credit is never a problem. On the other hand, a policy that is considered dysfunctional is one that has to do with prison inmates. No services are offered to this potential clientele because there is no allowance for payment of the services.

In Connecticut, television credits can be transferred to any community, state, or private college, and there is a cooperative reciprocal agreement with Rhode Island and Massachusetts. Part of McAuliffe's promotion effort is to inform constituent units about course availabilities so that the units can inject prior learning credits.

In Washington, the problem rests with the state legislature, the source of all community college dollars. Legislators want to be sure that there is no duplication and that there is no "ginning up" of enrollments. This attitude has resulted in a legislative restriction on advertising and an emphasis on course offerings which perform a utilitarian function. (For example, "Freehand Sketching" or "Home Gardening" could not be offered). The restriction on advertising is one of the biggest problems.

Rio Salado would benefit if Arizona legislators would revise the financial reimbursement system. Currently, the college is reimbursed money for each full-time student equivalent (FTSE). However, since so many of Rio's students are part-timers, staff members may in fact process four or five different persons, each taking one course, in order to get credit for one FTSE. The number of students served is thus much greater than they are given credit and reimbursement for, resulting in an underfunding of needed administrative services.

In the past, one of the biggest problems has been that of the Public Broadcasting System's delays in relaying information on the national program schedule until it was too late for colleges to promote them as courses to be offered for credit. Two favorite "bad examples" were "The Long Search" and "The Shakespeare Plays," which weren't announced until the colleges' deadline had long passed. Tri-State and other consortia, including AACJC's Mass Media Task Force, presented to PBS a carefully documented account of the starts and stops and changes they'd had to endure in the case of "The Long Search." The report is credited with influencing PBS's Adult Learner Task Force to recommend seven months' lead time for similar efforts in the future. Complaints from one or two stations make little impact, but when a consortium representing an entire region addresses a problem, it has some clout. "Until the suppliers have the same kinds of commitments that the stations and the institutions have, all we can do is sit around locally and commiserate with each other," commented one disgruntled participant. "The anarchy at PBS is reflected in our marketing problems. We get twice as many signups for courses we offer through commercial stations," commented another. "We can't put the puzzle together at the local level if we don't have all the pieces."

Stability

Stability was ranked very low on the list of major concerns of people interviewed. Clearly, the favored definition for "stability" was "sufficient funding to cover course lease fees, video-tape stock, air time, promotion costs, administrative/instructor staff time." It received an overall ranking of seventh in "importance" and eighth in "amount present at local site." Staff members of the recently formed Washington consortium ranked it third in importance, but at all other sites it was ranked sixth or lower.

Some of the comments made during the structured interviews about stability may prove enlightening. One member of the Maryland staff stated that the best situation for the colleges is when the station can offer telecourses to the public as a public service of the station and bear the costs themselves (as is the case in Maryland, Connecticut, Iowa, New Jersey). If that's not possible, then the college must pay for it through various funding approaches: through state reimbursement for full-time student equivalents, as is done at Rio Salado, or through the regular local budget. If the colleges cannot or will not, then the student must pay for it.

McAuliffe in Connecticut notes that if television is carried as a frill, it will be the first thing to go when budgets are tight. "Planning can't be for just a one-year trial; it takes two or three years to get the kinks worked out." Ned Glenn at Miami echoes the sentiment. "You shouldn't go into it to make money, but should justify it on the basis of providing an alternative educational delivery system."

George McClellan commented that stability is "not part

of our upstate New York collaborations yet. If it weren't for the Higher Education Act Grant, the station would be paying for everything. But that's one of the advantages of being part of Tri-State: we get their services, and they get our broadcast area and promotion help." Margaret Dawes concurs, commenting that "joining Tri-State is the most beneficial thing we've done. It's only $400 to join for colleges, and no charge for broadcasters and publishers."

Jim Lyle, director of marketing at Miami-Dade, provides some good insights into ways colleges should consider different "cost models" in evaluating the pros and cons of alternatives.

First, for acquiring or developing telecourse materials, he feels consortia are the only realistic model, for through consortial arrangements, the cost can be shared among different institutions. Second, the best delivery model is one like Coast Community College District in California, where the community college has its own station license. Third, Lyle feels significant economies can be achieved if materials are designed for adaptation and modification. "There should be a way both credit and non-credit audiences can take advantage of the materials."

Linkages

The agreed upon definition for this factor was "linkages developed among colleges, among stations, and among consortia interested in television-centered materials development and use." This activity was rated low at the sites where operations are just getting started, but was emphasized by those who already have their own houses in order and who are now ready to lobby in the state and in the nation for the advancement of distance learning.

Several members of the Tri-State and Washington consortia, for example, perceived themselves to be still at the state of scrambling to decide what they will offer next semester and how it will look. Lobbying and expertise-sharing indicate higher levels of organizational commitment and more of an investment in long-range planning than they currently have.

Several persons pointed out that consortia can reinforce each other by sharing information on how to solve various problems. One need is education about what kind of learner they're likely to have.

"We've had quite a few anxious women on the phone," says George McClellan. "It helps to know ahead what their concerns are likely to be, so you can train your hotline staff to give them good information and good support."

Another problem is that of helping faculty members understand their role. "Dee Brock from Dallas, Sally Beaty from the Southern California consortium, Tom Gripp from Coastline, Jim Lyle from Miami-Dade—they have helped a lot of us get started," comments one relative newcomer to the business. A third problem is educating administrators. "We brought Bernie Luskin from Coastline up to talk to our presidents, and he really helped them see the potential," says Frank Price from Washington. The producer-user workshops co-sponsored by Dallas, Coast, and University of Mid-America last summer gave many people information they needed as well. AACJC's Mass Media Task Force is another network which links producers and users.

One problem is in simply obtaining lists of consortia and how they may be contacted. One useful product for the field might be the development of a telecourse consortium directory. Another important need is to find out who is producing what programs, so that duplication and overlap can be avoided. This is particularly important in light of the Carnegie Commission's report, *The Public Trust*, which recommends set-aside funds of millions for programming and a portion of that for instructional television. "We need a centralized funding source for course development," comments Dan McAuliffe. "The price of production is skyrocketing; Coast spent one million on 'The Growing Years,' and who can afford that? We can't keep going to Mobil Oil."

Another concern mentioned is the lack of good solid research on the distance learner. Joint research efforts are a possible solution. "Community colleges aren't staffed, equipped, or funded to do primary research," comments Ned Glenn of Miami-Dade." In our telecourse production efforts, we seem to have locked onto, and begun replicating, various models, without really inquiring into their effectiveness in the first place. We particularly need a theory and a set of models aimed at attracting minority populations—who are underrepresented in *any* model."

Glenn feels that Miami-Dade is basically a media-based institution for good strong, independent learners, but that the real advances will be made through taking a broad look at adult learners, where they are, how they learn, with media delivery systems merely one element.

Dan McAuliffe would like to see some kind of newsletter developed for distant learners nationwide, so they could realize that they are part of an "invisible university" and are not learning in isolation. This is another possible project for a consortial effort, and one that the College Entrance Examination Board's Future Directions for a Learning Society is considering initiating.

Summary

Eight factors which were believed to contribute to successful station-college relationships were considered by staff members at six different sites of successful consortia or station-college collaborations, and their responses indicated those factors which were indeed important as well as those that were less so.

The priorities make perfect sense. First, they tell us that instructional materials of excellent quality are needed if distance learning is to be a viable way to reach adult students. Broadcasters want to be sure that television will be used for what it can do well, and they don't want audience ratings to drop because of pedantic approaches. Academics want substance and rigor. Instructional designers want materials designed to enhance motivation, participation, persistence, and learning on the part of the viewer. Marketers want to be sure of a variety of uses, local and national.

Second, positive relations between stations and colleges are needed, for only within a climate of shared interest is the delivery system available. "Positive relations" are mainly the responsibility of the executives at the station and college levels.

Third, commitment of leaders at all levels is needed, leaders whose time, money, and resources must be behind the project for it to work. From statements of advocacy by policy-makers to hard work on the means of implementation, commitment of leaders is crucial.

Fourth, given good materials and support of station and college leaders, there is need for a system that focuses on the learner and his or her needs for personal and administrative support as a part of the teaching-learning process. Learning is ultimately a dialogue, and that dialogue must be part of the delivery system.

And fifth, there is a necessity for a good governance and management system so that this complex set of relationships can work and the implementation can be accomplished.

Other factors, less important, are a part of the total picture: financial stability, a positive context for distance learning, and good linkages between the parties involved. These are the factors that staff members involved in this study believe are significant in successful station-college collaborations.

Appendices—Chapter 2

Appendix A
Interview Instrument

Interview Questionnaire: **AACJC Adult Learning and Public Broadcasting Project**

Name of Respondent _____

Title of Respondent _____

Institution _____

Instructions: Attached is a list of factors believed to help or hinder station-college consortia which serve the adult learner. Each general factor is followed with a number of sub-factors.

Please read the list and answer these questions before the interview:

1. How important is each of the factors, as it is generally perceived by members of your consortium? In other words, how important do people at your consortium believe this factor is, in helping or hindering the success of the consortium? (Please simply give your best guess about their views.)
   1 - Extremely important
   2 - Fairly important
   3 - Neutral
   4 - Fairly unimportant
   5 - Extremely unimportant

2. How much activity is devoted to each of the factors, in the opinion of the people in your consortium? In other words, how much of it is present? (Again, make your best guess of the general views of all those who work in the consortium.)

   1 - A very large amount
   2 - A large amount
   3 - Just about enough
   4 - Not enough
   5 - Greatly lacking

3. A number of sub-factors are listed under each large factor. Considering the situation in your particular setting, rank them in importance, from most to least important. Use (1) for most important, (2) for the next most important, and so on.

Then in our interview, I'll ask you for examples in each case of how that factor helped or hindered the consortium, and how you overcame the problems.

Thank you for your assistance; I look forward to talking with you.

A. **Commitment of Leaders.** Key individuals at various levels, but particularly institutional leaders, must believe in the value of the enterprise and must make a tangible commitment to it.

Circle the importance as seen by members of your consortium	Circle the amount present at your consortium
1—Extremely important	1—A very large amount
2—Fairly important	2—A large amount
3—Neutral	3—Just about enough
4—Fairly unimportant	4—Not enough
5—Extremely unimportant	5—Greatly lacking

Rank the following examples in order of their importance at your consortium. (1) is the most important, (2) is next, and so on.

a _____ Resources of time, staff, and money made available by station, college, and community leaders

b _____ Public statements of advocacy made by policymakers (college board members, presidents, deans of instruction, station managers, program directors)

c _____ Special incentives and support services offered to staff members who contribute and participate

d _____ Effort expended by leaders on solving political and operational problems

e _____ Individuals with clout at college or station appointed as consortium representatives

B. **Governance.** Consortia/institution authority relationships must be clearly delineated and a management system developed for implementation.

Circle the importance as seen by members of your consortium	Circle the amount present at your consortium
1—Extremely important	1—A very large amount
2—Fairly important	2—A large amount
3—Neutral	3—Just about enough
4—Fairly unimportant	4—Not enough
5—Extremely unimportant	5—Greatly lacking

Rank the following examples in order of their importance at your consortium. (1) is the most important, (2) is next, and so on.

a _____ Initial agreement reached on the purpose of the consortium; the differing expectations of various members explored and a method for determining priorities established.

b _____ Appointment of a full-time professional to provide administrative leadership in budget management, course selection or development, personnel development and training, interpersonal relations.

c _____ Governance mechanisms established for each level (executive council of consortium; sub-committees such as curriculum, course promotion, finances; special committees at campus and station to perform necessary functions).

d _____ Nitty-gritty operational arrangements carefully worked out so they can be easily administered (information on course schedules, registration, access to materials, credit).

e _____ Regular sessions of the consortium scheduled for information exchange, policy-making, specific decisions.

C. **Learner-Centered Focus.** The total instructional system must be designed and coordinated with the needs of the adult learner at the center.

Circle the importance as seen by members of your consortium	Circle the amount present at your consortium
1—Extremely important	1—A very large amount
2—Fairly important	2—A large amount
3—Neutral	3—Just about enough
4—Fairly unimportant	4—Not enough
5—Extremely unimportant	5—Greatly lacking

Rate the following examples in order of their importance at your consortium. (1) is the most important, (2) is next, and so on.

a _____ System has special game plan, including processes for academic administration, target population assessment, inservice training for counselors and course managers, curriculum development and design, research and evaluation.

b _____ Each course designed as a coordinated instructional system, with all components working together to serve the same instructional objectives.

c _____ Local support services foster involvement (personal contact by phone or mail, etc.) and feedback (grades, self-study quizzes, etc.)

d _____ Administrative arrangements designed for adult learner: information and recruitment materials easily available; simple procedures available for registering, taking exams, obtaining course credit, etc.)

e _____ Television programs offered at times convenient to the adult learner.

D. **Stability.** A firm financial and legal basis for operations must be established which allows for long-range planning and development.

Circle the importance as seen by members of your consortium	Circle the amount present at your consortium
1—Extremely important	1—A very large amount
2—Fairly important	2—A large amount
3—Neutral	3—Just about enough
4—Fairly unimportant	4—Not enough
5—Extremely unimportant	5—Greatly lacking

Rate the following examples in order of their importance at your consortium. (1) is the most important, (2) is next, and so on.

a _____ Constitution/bylaws of consortium spelled out in writing; legal/contractual authority vested in central administrative unit.

b _____ Sufficient funding to cover course lease fees, videotape stock, air time, promotion costs, administrative/instructor staff time.

c _____ Equitable financial assessment system, based on differing size and strength of member institutions.

d _____ Mechanisms exist for institutional contributions to provide venture capital for production of new courses.

e _____ Procedures exist for withdrawal of member institutions in an orderly, stable fashion.

E. **Quality of Instructional Materials.** Course materials offered (television, print, audio, other) must be excellent in learner appeal, academic content, production quality, and instructional design.

Circle the importance as seen by members of your consortium	Circle the amount present at your consortium
1—Extremely important	1—A very large amount
2—Fairly important	2—A large amount
3—Neutral	3—Just about enough
4—Fairly unimportant	4—Not enough
5—Extremely unimportant	5—Greatly lacking

Rank the following examples in order of their importance at your consortium. (1) is the most important, (2) is next, and so on.

a _____ Materials meet learner's needs, stimulate interest, have broad appeal, and attract large, general audiences.

b _____ Materials are of high production quality and meet the standards of the station.

c _____ Materials have substantial educational content and meet the standards of the college.

d _____ Materials are structured to enhance motivation, participation, persistence, and learning on the part of the at-home learner.

e _____ Materials are designed for flexible and compatible use in a variety of settings.

F. **Positive Station-College Relationships.** The relationship must be based upon mutual self-interest, mutual respect, and mutual understanding of each others' priorities and constraints.

Circle the importance as seen by members of your consortium	Circle the amount present at your consortium
1—Extremely important	1—A very large amount
2—Fairly important	2—A large amount
3—Neutral	3—Just about enough
4—Fairly unimportant	4—Not enough
5—Extremely unimportant	5—Greatly lacking

Rank the following examples in order of their importance at your consortium. (1) is the most important, (2) is next, and so on.

a _____ Commitment from general manager/program director to educational broadcasting and to cooperative relationships with colleges; provision for curricular input at earliest possible stage.

b _____ Commitment from colleges to television-centered courses that are competitive in production quality with station's regular programming; respect for production expertise.

c _____ Joint awareness of importance of communicating schedules, course information, changes, as far in advance as possible.

d _____ Joint awareness of politics of dealing with faculty and station personnel in a time of limited finances and limited facilities.

e _____ Joint commitment to building audiences and to marketing products nationally; adequate lead time between production and release for preparation of printed materials and for implementation of promotion and utilization plans.

G. **System Linkages.** A communication/clearinghouse system must be established between levels of governance (institutional/state/federal) for sharing of resources, information, expertise, and political support.

Circle the importance as seen by members of your consortium	Circle the amount present at your consortium
1—Extremely important	1—A very large amount
2—Fairly important	2—A large amount
3—Neutral	3—Just about enough
4—Fairly unimportant	4—Not enough
5—Extremely unimportant	5—Greatly lacking

Rank the following examples in order of their importance at your consortium. (1) is the most important, (2) is next, and so on.

a _____ Information available on existing courses, on available course development funds, and on new course production priorities.

b _____ Strategies developed for lobbying at local, state, and national level on behalf of the at-home "distance" learner.

c _____ Strategies developed for sharing expertise in staff development, institutional development, technology development, etc.

d _____ Strategies developed for promoting compatibility among organizations in the system (in response to the fact that currently, different policies exist for credit-granting, staff salaries, finances, etc.)

e _____ Systems linkages developed, among colleges, among stations, and among consortia interested in television-centered materials development and use.

H. **Supportive Context for Distance Learning.** Policies at the local, state, and federal level must facilitate access, flexibility, and outreach.

Circle the importance as seen by members of your consortium	Circle the amount present at your consortium
1—Extremely important	1—A very large amount
2—Fairly important	2—A large amount
3—Neutral	3—Just about enough
4—Fairly unimportant	4—Not enough
5—Extremely unimportant	5—Greatly lacking

Rank the following examples in order of their importance at your consortium. (1) is the most important, (2) is next, and so on.

Local

a _____ Flexible policies for admissions, transfer of credits, assessment of prior learning, competency-based assessments.

b _____ Cooperative relationships established with other community agencies: business, industry, labor unions, museums, voluntary agencies, social service agencies.

c _____ Satisfactory arrangements with teachers unions and broadcast station unions.

State

d _____ Financial aid available for part-time "distance" students on same basis as to regular students; reimbursements available to institutions on same basis as for regular students.

Federal

e _____ Policies and programs which support "distance" learning supported at federal level; funders interested in research and development of concept.

Appendix B
Descriptions of Consortia

Consortium for Learning in Arizona Through Instructional Media (CLAIM)
Jay Sayers, Executive Director
Arizona State University
Tempe, Arizona 85282

Number of Years in Existence: In planning since November, 1978.

Geographic Area: State of Arizona

Services to be Provided by Consortium:

1. Develop a resource-sharing catalog for all member institutions.
2. Joint buying or leasing of television courses or programs.
3. Human resources exchange.
4. Equipment and hardware exchange.
5. Joint production of programming.

Governance: Member agencies represent four areas: education, law enforcement, health, and other. An executive council has been established, with one representative for every four people in each of the four areas.

Financial Base: Major expenses are currently being covered by monies from a Higher Education Act Title I grant, with each member being assessed $300 per year in the future. Title I funds cover the development of the resource catalog and a monthly newsletter.

Legal Base: A constitution and bylaws are currently being signed by the various institutional representatives.

Student Characteristics: It is anticipated that the students to be served will be part-time adult students, from both urban and rural settings.

Courses Offered: In spring, 1979, three institutions jointly offered "The Growing Years." In fall, 1979, eight courses were offered and the institutional base was broadened to include seven institutions.

Names and Addresses of Member Institutions:

Central Arizona College
Woodruff at Overfield Road
Coolidge, Arizona 85228
Richard Arminta

Rio Salado Community College
102 North 40th Street
Phoenix, Arizona 85034
Jan Baltzer

Samaritan Health Service
215 East McDowell
Phoenix, Arizona 85006
Richard Billingham

University of Arizona
KUAT-TV
Tucson, Arizona 85721
Beth Ann Carr
Mike Thomsen

Phoenix Public Library
12 East McDowell
Phoenix, Arizona 85004
Shera Farnham

Tucson Medical Center
P.O. Box 42195
Tucson, Arizona 85733
Jerry Freund

Phoenix Police Department
620 West Washington
Phoenix, Arizona 85003
Gary Hardin

St. Joseph's Hospital and Medical Center
P.O. Box 2071
Phoenix, Arizona 85001
Yvonne Hedstrom

Navopache Electrical Cooperative, Inc.
P.O. Box 308
Lakeside, Arizona 85929
Ron Jones

Arizona State University
Tempe, Arizona 85281
Dennis Kigan—Continuing Education
Dan Phippen
Ted Christensen—KAET

Mesa Community College
1833 West Southern
Mesa, Arizona 85202
Linda Larson

Arizona Department of Library
Archives and Public Records
Library Extension Service Div.
Suite D
Tempe, Arizona 85282
Wendy Margolis

Arizona Dept. of Health Services
1740 West Adams
Phoenix, Arizona 85007
Francine Martin

Pima Community College
Downtown Campus
P.O. Box 5027
Tucson, Arizona 85703
Tim Murphy

Mojave Community College
1971 Jagerson
Kingman, Arizona 86401
Haul Reddick

Eastern Arizona College
Thatcher, Arizona 85552
Will Sailey

Glendale Community College
6000 West Olive Avenue
Glendale, Arizona 85301
Jean Staten

Arizona Correctional Training Facility
1000 South Wilmot
Tucson, Arizona 85711
Duane Vild

Arizona Heart Institute
P.O. Box 1000
Phoenix, Arizona 85064
Richard M. Williams

Florida Community College Radio and Television Consortium
Thomas Hobbs, Director
Seminole Community College
Sanford, Florida 32777

Number of Years Consortium in Existence: Six

Georgraphic Area Covered: State of Florida

Services Provided by Consortium:

1. To provide channels for users of media-based instructional programs through which to share ideas, experiences, and costs.
2. To reduce the costs incurred by individual institutions in the use of television-based instruction.

Governance: The State of Florida is broken up into 6 regions based upon broadcast signal coverage areas. Each region selects one of its membership to represent it at the Executive Council. The chairman is elected from the Executive Council membership.

Financial Base: There is no formal funding of the consortium. Member institutions pay transportation costs for periodic meetings.

Legal Base: The Florida Radio & Television Statewide Community College Academic Dean's Council. It is formally recognized by the State Division, Department of Education, Division of Community Colleges.

Student Characteristics: There is no consortium-wide collection of data regarding student characteristics although discussions suggest they parallel those at Miami-Dade Community College. Today's Open College student is female (70%), white (80%), between 18-39 years of age (85%), degree seeking (77%), and enrolled part-time. The most dramatic change in this profile has been in the age range 18-22, which has shifted from less than 10% of the total enrollment in 1972-73, to more than 30% in 1977-78. Much of this change can, in part, be attributed to an increased availability of basic general education telecourses.

Courses Offered: Varies with region

Names and Addresses of Member Colleges:

Pensacola Junior College
1000 College Boulevard
Pensacola, Florida 32504
William Farrington

Tallahassee Community College
444 Appleyard Drive
Tallahassee, Florida 32304
(Inoperative)

Florida Junior College at Jacksonville
Downtown Campus
101 W. State Street
Jacksonville, Florida 32202
(Inoperative)

Brevard Community College
Cocoa Campus
1519 Clearlake Road
Cocoa, Florida 32992

Daytona Beach Community College
Daytona Beach, Florida 32015
Donald Thigpen

Lake-Sumter Community College
Leesburg, Florida 32748

Seminole Community College
Sanford, Florida 32771

Valencia Community College
East Campus
Orlando, Florida 32811

Hillsborough Community College
Plant City Campus
1206 N. Park Road
Plant City, Florida 33566
John Bouseman

Manatee Junior College
5840 26th Street, W.
P.O. Box 1849
Bradenton, Florida 33506

St. Petersburg Junior College
Tarpon Springs Center
P.O. Box 13849
St. Petersburg, Florida 33733

Miami-Dade Community College
11011 S.W. 104th St.
Miami, Florida 33176
Ned Glenn

Broward Community College
Central Campus
3501 S.W. Davie Road
Ft. Lauderdale, Florida 33134

Palm Beach Junior College
4200 Congress Avenue
Lake Worth, Florida 33461

Names and Addresses of Stations:

WMFE-TV Channel 24
2908 W. Oak Ridge Drive
Orlando, Florida 32809
Robert Leffler

WTHS-TV & WLRN-FM
The School Board of Dade County
1410 N.E. 2nd Avenue
Miami, Florida 33132
Don MacCullough

WPBT/Channel 2
P.O. Box 610001
14901 N.E. 20th Avenue
North Miami, Florida 33181
John Felton

WCKT, Channel 7
Sunbeam Television Corporation
1401 North Bay Causeway
Miami Beach, Florida 33141
Betty Asherman

Persons Interviewed:

John Felton, Vice-President for Programming
WPBT-TV
14901 N.E. 20th Avenue
North Miami, Florida 33181

Don MacCullough, Media Services
Dade County Board of Public Instruction
Lindsey Hopkins Bldg.
1410 N.E. Second Avenue
Miami, Florida 33132

Peter Masiko, Jr., President
Miami-Dade Community College
11011 S.W. 104th Street
Miami, Florida 33176

J. Terence Kelly, Vice President for Educational Services
Ned Glenn, Director of Open College
Robert McCabe, Executive Vice-President
Jim Lyle, Auxiliary Services
Kamala Anandam, Director of Research
Dorothy O'Connor, Student Personnel Specialist
Open College Staff and Instructors

Sandy D'Alemberte, Board of Trustees
Steel, Hector & Davis
1400 S.E. First National Bank Building
100 South Biscayne Boulevard
Miami, Florida

Maryland College of the Air
Richard W. Smith, Director of Development
Maryland Center for Public Broadcasting
Bonita Avenue
Owings Mills, Maryland 21117

Number of Years Consortium in Existence: Nine

Geographic Area Covered: Complete state of Maryland

Services Provided by Consortium:

1. Pay the cost of courses being aired with the understanding that colleges will reimburse Center for their share.
2. Provide information regarding textbooks required, as well as the study guides.
3. Provide mid-term and final exams.
4. Mail brochures to persons who appear on college mail lists.
5. Provide press kits for college PR staff to use in local areas.
6. Place newspaper and radio advertising in certain areas.

Governance: Each college appoints one person to represent its college. Members meet twice yearly to select next semester's offerings.

Financial Base: Each college pays $20 per student registered in each course they're offering for credit. (This amount is going to be increased in fall, 1979).

Legal Base: No formal agreement. A very flexible arrangement. The college may choose what courses they want to offer any given semester. They may offer all, part or none of the courses being aired.

Student Characteristics: Students tend to be older and more mature housewives and persons who work night shift and find it difficult to attend daytime classes on campus. They prefer telecourses because they can study at home and only need to go to the campus to take exams, and because they don't need to compete with peers. They tend to be older than on-campus students.

Courses Offered: Six or seven courses are offered each semester. Total enrollments of the 18 colleges involved have averaged between 1,000, and 15,000 each semester in the past two years. The spring 1979 course offerings were these: "It's Everyboy's Business"; "Child Development: The Growing Years"; "Europe: The Mighty Continent"; "Of Earth and Man: An Introduction to Geography"; "Introduction to Mathematics"; and "Socrates to Sartre: An Introduction to Philosophy."

Names and Addresses of Member Colleges:

Anne Arundel Community College
101 College Parkway
Arnold, Maryland 21012
John D. Palmer

Allegheny Community College
Willow Brook Road
Box 870
Cumberland, Maryland 21502
Don Alexander

Bowie State College
Jericho Park Road
Bowie, Maryland 20715
Ida Brandon

Catonsville Community College
800 South Rolling Road
Baltimore, Maryland 21228
Louis Orndorff

Cecil Community College
North East, Maryland 21679
Robert Brush

Community College of Baltimore
2901 Liberty Heights Avenue
Baltimore, Maryland 21215
Pat Mulligan

Dundalk Community College
7200 Sollers Point Road
Baltimore, Maryland 21222
Connie Miller

Essex Community College
Ridge Road
Baltimore, Maryland 21237
Michael Virden

Frederick Community College
Route 10, Box 51
Frederick, Maryland 21701
Leroy Frazier

Hagerstown Junior College
751 Robinwood Drive
Hagerstown, Maryland 21740
Michael Parsons

Harford Community College
401 Thomas run Road
Belair, Maryland 21014
Norman Tracy

Howard Community College
Little Patuxent Parkway
Columbia, Maryland 21044
Vladimir Marinich

Name and Address of Station:

Maryland Center for Public Broadcasting
Bonita Avenue
Owings Mills, Maryland 21117
Richardson Breitenfeld, Director

The consortium was organized by the Maryland Center for Public Broadcasting which has four stations on the air—Channels 22, 28, 31, and 67.

Persons Interviewed:

Richard W. Smith, Director of Development
Frances H. Pretty, Assistant
Maryland College of the Air

George Scheper, Associate Professor of English
J.M. Virden, Director of Instructional Technology
Essex Community College

Margo Gurney, Associate Professor of Economics
Gerald C. Hanberry, Director, Community Resources Development
Prince George's Community College

Louis Orndorff, Director
Learning Resources Division
Catonsville Community College
Ridge Road at Kennedy Expressway
Baltimore, Maryland 21237

Television Task Force of the Iowa Coordinating Committee on Continuing Education
Sally Ihne, Director of Educational Services
Iowa Public Broadcasting Network (IPBN)
ITV P.O. Box 1758
Des Moines, Iowa 50306

Number of Years in Existence: Two and one-half

Geographic Area Covered: State of Iowa

Services Provided by Consortium:

1. To simplify communications and planning between IPBN and higher educational institutions.
2. To review TV courses on a coordinated basis.
3. To recommend the most useful and needed courses to supplement present curriculum through TV as an alternative delivery system of instructional courses.
4. To provide an opportunity for dialogue on possible times, dates, and other issues concerning course offerings.
5. To recommend the IPBN Board policy regarding the offering of TV courses.
6. To develop practical mechanisms of operation and delivery of TV courses with IPBN.
7. To promote general inter-institutional coordination with respect to TV courses.

Governance: The ongoing Task Force was created in early spring, 1977, by the Iowa Coordinating Committee on Continuing Education, at the suggestion of the Iowa Coordinating Council on Post High-School Education. They report directly to the former group. They are composed of three representatives from private institutions, three from the area schools, and one each from the regents universities. They meet quarterly, and other dates as needed, and perform an advisory function.

Financial Base: IPBN will normally bear the costs of leasing and broadcasting the selected courses, or the fees are within the range of the current market cost per minute for similar television materials. When costs for these telecourses exceed current market costs or when the limits of the IPBN budget do not make it possible to obtain and present those materials, other arrangements for funding will have to be made.

It is understood that participating educational institutions will bear the cost for instructor and student materials and any student fees required by the lessor of the course.

Legal Base: The TV Task Force is a voluntary group whose main function is to coordinate and link.

Student Characteristics: Responses to a Kirkwood student evaluation of courses indicate that students do like television courses. They select them because of interest, convenience, and especially because they reduce driving to campus. Off-campus seminars were helpful,

according to 84% of the students. Eighty-nine percent are interested in future television courses.

Courses Offered: In the fall, winter, spring and summer quarters of 1978-79, these courses were offered: "Introduction to Business"; "Art America"; "The Long Search"; "The Growing Years"; "Going Metric"; "In Our Image"; and "Parent Effectiveness."

Names and Addresses of Member Colleges:

Northern Iowa University
Cedar Falls, Iowa 50613
Robert Hardman

Kirkwood Community College
Cedar Rapids, Iowa 52406
David Bunting

Southeastern Community College
West Burlington, Iowa 52655
Kirby Kleffman

Iowa State University
Ames, Iowa
Emilia Nordtvedt

Iowa Wesleyan College
Mount Pleasant, Iowa 52641
Peter Jayne

University of Iowa
Iowa City, Iowa
Mildred Lavin

University of Northern Iowa

Northern Iowa University
Cedar Falls, Iowa 50613
Robert Hardman

Morningside College
Sioux City, Iowa 51106
Les Carpenter

Drake University
Des Moines, Iowa 19104
Phillip Langerman

Station Members:

Iowa Public Broadcasting Network
Sally Ihne, Director of Educational Services
ITV P.O. Box 1758
Des Moines, Iowa 50306

Persons Interviewed:

Patsy Pooler, TV Student
Kirkwood Community College
2009 Ellis Blvd., N.W., Apt. 4
Cedar Rapids, Iowa 52405

Jennifer Snell, Course Facilitator
Kirkwood Community College
169 Alma Drive, N.W.
Cedar Rapids, Iowa 52405

Dave Krohn, Business Instructor
Kirkwood Community College
Cedar Rapids, Iowa 52406

Don Fuller, Director of Credit Programs,
Kirkwood Community College
Linn Hall 221
6301 Kirkwood Blvd., S.W.
Cedar Rapids, Iowa 52406

Sally Ihne, Director of Educational Services
Iowa Public Broadcasting Network
ITV P.O. Box 1758
Des Moines, Iowa 50306

Marilyn Beauregard, Student
3508 Ardsley Lane, S.W.
Cedar Rapids, Iowa 52404

Mark Shanblin, Student
Kirkwood Community College
Box B
Anamosa, Iowa 52205

Charles Engels, Student,
Kirkwood Community College
Box B
Anamosa, Iowa 52205

Chris Williams, Student,
Kirkwood Community College
Box B
Anamosa, Iowa 52205

David Bunting
Associate Director of Nontraditional Studies
Kirkwood Community College,
Cedar Rapids, Iowa 52406

Tri-State College Consortium
Philip C. Dolce, Executive Director
Bergen Community College
400 Paramus Road
Paramus, New Jersey 07652

Number of Years Consortium in Existence: Six

Geographic Area Covered: New York, New Jersey and Connecticut

Services Provided by Consortium:

1. Lease telecourses.
2. Provide broadcast, cablecast and duplication rights to telecourses.
3. Research on various dimensions of telecourses.
4. Preview library (of existing telecourses); preview and review of existing telecourses.
5. Promotional material developed for offering courses.
6. Forums for broadcasters, cablecasters and colleges to discuss how best to reach the distant learners.
7. Provide necessary linkages between broadcasters, cablecasters, colleges and publishers.

Governance: The Board of Directors is composed of college presidents. The Executive Committee is composed of representatives of each member college. General meetings are open to broadcasters and cablecasters. Specific committees perform these functions: preview, research and promotion.

Financial Base: Each educational institution pays a yearly dues of $400. No fees are assessed to cooperative members such as cablecasters, broadcasters and publishers. They are expected to provide in-kind services, such as broadcast time.

Legal Base: The old Tri-State Constitution is being revised, and once ratified by the Board of Directors, will become the Eastern College Consortium. In addi-

tion, a Document of Incorporation will also be submitted to the Board of Directors. At present there is no incorporation agreement.

Student Characteristics: Formal evaluations for all of the Tri-State participants haven't been done yet, but general impressions are that the students are older, more independent, and many of them work full-time. The factors that seem most related to their satisfaction are convenience and the high quality level of telecourses.

Courses Offered: Tri-State sponsored, in September of 1978, "The Growing Years" and "The Long Search." Its spring offerings were "The Humanities Through the Arts" and "Art America." Many of the members of Tri-State offer other courses, in addition to the ones officially sponsored by Tri-State.

Names and Addresses of Member Colleges:

Atlantic Community College
Mays Landing, N.J. 03880
John Pekich

Bergen Community College
Paramus, N.J. 07652
Philip C. Dolce

Brookdale Community College
Newman Springs Road
Lincroft, N.J. 07738
Paul Zigo

Burlington County College
Pemberton-Browns Mills Road
Pemberton, N.J. 08068
Michael Gallagher

Cumberland County College
Box 517
Vineland, N.J. 08360
John Reinard

Dutchess Community College
Pendell Road
Poughkeepsie, N.Y. 12601
George McClellan

Elizabeth Seton College
1060 North Broadway
Yonkers, N.Y. 10701
Wendy Werner

Essex County College
Newark, N.J. 07102
Spencer Freund

Kingsboro Community College
2999 Oriental Blvd.
Brooklyn, N.Y. 11235
Stuart Suss

Housatonic Community College
Bridgeport, Conn. 06608
Charles Ekstrom

LaGuardia Community College
31-10 Thompson Avenue
Long Island City, N.Y. 11101
Janet Lieberman

Marymount Manhattan College
221 East 71st Street
New York, N.Y. 10021
Pat Koch Thaler

Mercer Community College
P.O. Box B
Trenton, N.J. 08690
George Schwartz

Mercy College
555 Broadway
Dobbs Ferry, N.Y. 10522
Edward Cutler

Middlesex County College
Edison, N.J. 08817
Diane Bauer

Ocean County College
Hopper Avenue
Toms River, N.J. 08753
James J. McGinty

C.W. Post College
Greenville, N.Y. 11548
Stephen Nisenson

Bloomfield College
Bloomfield, N.J. 07003
Martha LaBare

Adult Continuing Education
Bole Annex
Glassboro State College
Glassboro, N.J. 08028
John Morrison

Marymount College
Tarrytown, N.Y. 10591
Connie Fox

Department of Adult Continuing Education
Montclair State College
Upper Montclair, N.J. 07043
Ray Ast

Empire State College
State University of N.Y.
Saratoga Springs, N.Y. 12866
George Bragle

School of New Resources
College of New Rochelle
New Rochelle, N.Y. 10801
Yvonne Heyes

State University College Pottsdam
Pottsdam, N.Y. 13676
Frank Dunn

Rockland Community College
145 College Road
Suffern, N.Y. 10901
Phillip A. Frey

Pace University
School of Continuing Education
Pace Plaza
New York, N.Y. 10038
Peter Walsh

Westchester Community College
Valhalla, N.Y. 10595
Joseph Hankin

Names and Addresses of Stations:

Suburban Cable
134 Evergreen Place
East Orange, N.J.
Gil Allard

UA Columbia
5 Fir Court
Oakland, N.J. 07436
Joe Lipton

Vision Cable
2 Horizon House
Basement Bldg. 2
Fort Lee, N.J. 07024
Pam Hammond

Cablevision
366 North Broadway
Jericho, N.Y. 11753
Barbara Rugg

New Jersey Public Broadcasting
1573 Parkside Avenue
Trenton, N.J. 08638
Liz Adams

WNET
Office of Higher Education
356 West 58th St.
New York, N.Y. 10019
Tim Gunn

WMHT Channel 17
Box #17
Schenectady, N.Y. 12301
Margaret Dawes

WCFE-57
c/o State University College
Plattsburgh, N.Y. 12901
Michael Beaudoin

WSKG
Binghampton, N.Y.
Linda Eberz

Persons Interviewed:

Philip C. Dolce, Executive Director
Tri-State Consortium

Mary Darragh, Secretary, Bergen Community College

Anne Mananzini, Psychology Teacher, Bergen Community College

Charles Thomas, English Teacher, Bergen Community College

Mark Kassop, Humanities Teacher, Bergen Community College

George McClellan, Assistant Dean, Dutchess Community College

Margaret Dawes, Director of Educational Services WMHT, Schenectady

Joe Lipton, U.A. Columbia Cable TV

Judy Umlas, WCBS, New York

Dan McAuliffe, Connecticut TV College

Elizabeth Adams, Director of Postsecondary Education, New Jersey Public Broadcasting

Washington Community College Consortium
Gary Sivertsen, Chairman
Fort Steilacoom Community College
Tacoma, Washington 98498

Number of Years Consortium in Existence: One

Geographic Area Covered: Puget Sound area plus Wenatchee and Yakima

Services Provided by Consortium:

1. Selection of courses.
2. Procuring of leased courses.
3. Dubbing as necessary.
4. Advertising.
5. Coordination with TV stations.
6. Evaluation.
7. Sharing experiences within consortium membership.

Governance: Current membership is 14 colleges. Each sends one representative to the representative council. This group makes all decisions. Officers are elected from the membership.

Financial Base: The funding comes from two sources: (1) There is the usual FTE funding from the state for instructional courses—same as for other courses and (2) Each of the member colleges contributes $.25 per FTE enrollment of entire college as forward funding for consortium expenses.

Student Characteristics: Up to the present, students taking courses are those already enrolled in the colleges; they are older and more self-motivated. They are attracted by these factors: They can take quality courses and not attend classes; they enjoy the ability to complete assignments on their own time; and they enjoy the TV presentations.

Courses Offered: Courses offered 1978-1979: "The Long Search"; "Cinematic Eye"; "In Our Own Image"; "Earth, Sea, and Sky"; plus various short courses which built on commercial broadcasts.

Names and Addresses of Member Colleges:

Skagit Valley College
2405 College Way
Mount Vernon, WA 98273
George Delaney

Seattle Central Community College
1701 Broadway
Seattle, WA 98122
Nancy Brochgrevink

Lower Columbia College
1600 Maple
Longview, WA 98632
Stephen Kridelbaugh

North Seattle Community College
9600 College Way N.
Seattle, WA 98103
Dick Schutter

Centralia College
P.O. Box 639
Centralia, WA 98531
Curt Lydic

Grays Harbor College
Aberdeen, WA 98520
Dick Harris

Bellevue Community College
3000 145th Place, S.E.
Bellevue, WA 98007
Boyd Bolvin

Tacoma Community College
5900 S. 12th
Tacoma, WA 98465
Ron Magden

Yakima Valley College
16th & Nob Hill Blvd.
P.O. Box 1647
Yakima, WA 98907
Ted Keeler

Green River Community College
12401 S.E. 320th
Auburn, WA 98002
Bob Lawrence

Wenatchee Valley College
1300 Fifth Street
Wenatchee, WA 98801
Bruce Swenson

Western Washington University
5217 Northwest Road
Bellingham, WA 98225
Peggy Olafson

Olympic Community College
16th & Chester
Bremerton, WA 98310
Ron Crossland

Fort Steilacoom Community College
Learning Resource Center
9401 Farwest Dr., S.W.
Tacoma, WA 98498
Gary Sivertsen

State Board for Community College Education
319 7th Avenue, FF-11
Olympia, WA 98504
E. Frank Price

Peninsula College
1502 E. Lauridsen Blvd.
Port Angeles, WA 98362
Floyd Young

Edmonds Community College
2000 - 68th West
Lynnwood, WA 98036
Grey Golden

Names and Addresses of Stations:

KCPQ, Channel 13
4400 Steilacoom Blvd.
Tacoma, WA 98499
Marlena Scordan

KCTS, Channel 9
University of Washington
4045 Brooklyn Avenue, N.E.
Seattle, WA 98105
Pat Woodley

KTPS, Channel 62
Tacoma Public Schools
Tacoma, WA
Bob Slingland

KYVE
1105 South Fifteenth Street
Yakima, WA
Frank Roberts

Persons Interviewed:

Nancy Borchgrevink, Dean of Instruction
Seattle Central Community College

Dick Schutter, Media Coordinator
North Seattle Community College

Ron Magden, Social Science Chairman
Tacoma Community College

Ted Keeler, Yakima Valley College

Ron Crossland, Dean of Instruction
Olympic Community College

Gary L. Sivertsen, Director, Learning Resource Center
Fort Steilacoom Community College

Frank Price, Associate Director
State Board for Community College Education

Marlena Scordan, Director of ETV Services
KCPQ, Channel 13

Mara Morgan, Student, Tacoma Community College

3. Federal Policy Issues Affecting Instructional Television at the Postsecondary Level

Michael B. Goldstein

Synopsis

While the federal government has yet to come to grips with creating a coherent policy regarding the development and implementation of a broad scale system of instructional television, there are many policies which interact with, or impinge upon, this field. Certain trends appear clear:

- Federal support for postsecondary education will continue to emphasize student financial aid, with traditional delivery systems continuing as the normative, although not exclusive, model for the management of the aid programs.
- Direct institutional assistance is likely to receive support only where an identifiable need corresponds to a political interest (as in the case of support for Developing Institutions); major new categorical programs are unlikely through the next reauthorization cycle, although some existing programs will be revised.
- Federal support for instructional television may emerge from indirect subsidies through national or regional program services.
- State policies concerning instructional television at the post-secondary level are likely to eclipse federal issues over the next several years, particularly as the 18-22 student cohort continues to decline.
- Regional accreditation and state licensure policies will increasingly affect the ability of institutions to offer, and students to use, various forms of educational services; federal involvement in the accreditation process may diminish, with a concomitant increase in the authority of state licensing bodies.
- Federal policies promoting alternative telecommunications systems, coupled with substantial commercial investment in systems which will have educational and instructional uses, will put increased pressures on open broadcast instructional television.
- The Federal Communications Commission will probably follow the Citizens Association for Broadcasting towards deregulation, with as yet unknown consequences for educational (instructional) television. Increasing emphases on local control (and the concomitant reluctance to allow multiple ownerships), along with preferences for involvement and control of women and minorities, will further stress the use of open broadcast for instructional purposes.

The degree to which educators and broadcasters accept and harness the opportunities posed by these policies and minimize their deficiencies and risks will shape the future of instructional television for many years to come. The higher education and public television communities must view the present limited federal commitment to instructional television as an opportunity to create a new commitment and a new set of policies which serve their needs, and those of a new nation of learners.

Conspicuous by Absence

An honest appraisal of the nature of federal policies dealing with instructional television (ITV) must begin with the observation that to a considerable extent such policies are conspicuous by their absence. It is not possible to examine federal law, to review agency regulations, or to examine the history of federal financial support for ITV without concluding that, to a remarkable degree, the federal government has avoided the creation of a coherent and consistent set of policies affecting postsecondary instructional television.

Whether this situation is the result of a lack of understanding of the nature of instructional television as an educational delivery system, or of the almost total submergence of ITV within the far more visible domain of *public* (often imprecisely referred to as "educational") television, or of a lack of a constituency sufficient to stimulate the development of appropriate policies, is impossible to answer. Indeed, it is likely that each of these—and other—elements have contributed to the present apparently rudderless character of governmental policies affecting instructional television.

This is not to say that instructional television and the resulting relationships between broadcasters and postsecondary institutions are not directly and substantially affected by a wide range of governmental policies. But it is also clear that to a considerable extent the impact of many of these policies is secondary to the primary purpose. The corollary of the virtual absence of policies affirmatively supporting instructional television and the necessary college-broadcaster relationships is that most of the policies which do affect these areas tend to act as constraints or disincentives. Government policies affecting instructional television must be viewed in a broad context. That is, one must examine the interaction of apparently unrelated policies, as well as examining the interactions of policies at all levels of government.

Federal policies affect instructional television in two fundamental areas. *First,* there are policies which impact upon the substantive ability of the institution and the broadcaster to meet a particular educational need with a given instructional service. *Second,* there

are policies which relate to the economics of instructional television: that is, the ability to pay for the necessary service. While it is easy to believe that all issues revolve around financial concerns, it is essential that broadcasters, educators, and government policy makers alike recognize both the essential symbiosis and the difference between these areas.

The fiscal policy issues can be further categorized into three fundamental concerns: (1) Support for the design and development of the instructional programming (primarily an obligation of the institution); (2) support for the delivery of the instructional programming (primarily an obligation of the broadcaster); and (3) support for the utilization of (or access to) the instruction, primarily an obligation of the student.

Marketplace Approach

Present federal higher education policies clearly favor what has been termed the marketplace approach,[1] the process which places emphasis upon providing students with the economic resources necessary to allow them not only access to the postsecondary system but also the flexibility to enable them to choose among educational providers and instructional systems. In theory, such a financial aid program would permit each student, without regard to his or her basic economic condition, to choose the postsecondary education—including the method for acquiring that education—which best suits that student's individual needs, interests, and priorities.

Assuming that the delivery of postsecondary education via television can be a highly efficient and attractive technique, then it would appear that a marketplace financing policy would support the development and expansion of ITV. Under such a plan, students could seek out the instructional system which best suits their needs, and since the institution could charge tuition sufficient to cover a significant part of its costs, the cost-efficient character of ITV would make it an attractive option.

Unfortunately, the student financial assistance systems have not followed the pure marketplace model. Just as in real economic systems the model of perfect competition invariably proves defective, so the system of providing students with the resources necessary to acquire their postsecondary education (or at least a portion of it) fails to evenhandedly impact on all forms of delivery. In good measure, this is the result of biases built into the funding strategies. These biases may be expressly against instructional television (as in the case of the education benefits programs administered by the Veterans Administration under the various GI Bills), or they may simply reflect a preference for traditional delivery systems and institutions, as in the case of the grant, loan and work programs administered by the U.S. Office of Education. In either case, the net result is to discourage students from taking advantage of ITV as an instructional medium, and to dissuade institutions (and broadcasters) from investing scarce resources in a strategy obviously or apparently disfavored by the government.

Discrimination on Use

Discrimination against the use of instructional television is most pronounced in the veterans' education benefits programs policy unambiguously stated in the statutes and regulations governing the various GI Bills.[2] For example, while a veteran may receive benefits for qualified "independent study," he or she might have significant difficulty including courses by television in that program.[3] Likewise, a student taking part in a program which involves both open circuit telecourses and classroom instruction would be limited as to his or her ability to count the course time involved with the instructional television series towards determining whether the enrollment is on a full- or part-time basis (which in turn determines the level of the benefits).[4] An institution which attempts to develop a program geared to the special needs of the returning veteran, and which seeks to reach that population through the use of instructional television (either entirely or as a part of a mixed-delivery system) likewise may find that the VA or its surrogate, the state approving agency, will not approve the course of study or certify it as representing a full-time load.[5] Such a denial may have the effect of foreclosing the program for veterans who must rely on their VA benefits to remain in school.

The basis for this anti-television (and indeed anti-electronic media) bias in the GI bills is rooted in a very strong policy commitment to traditional educational delivery systems. The pardigmatic model of the teacher in front of a class of attentive students has been enshrined in the VA statutes and regulations. Indeed, the notion of the strict recording of attendance (an obvious impossibility with telecourses) has until very recently been an article of faith with the VA, based on the belief that without such controls, fraud and abuse would be rampant. Basic to that assumption, in turn, is the conviction that the process of learning is more important (or at least entirely controls) the product. Thus, the VA is generally satisfied if it can be demonstrated that the student spent the requisite number of hours in class, laboratory or shop under supervision, rather than seeking to determine whether the educational outcome in fact merits the expenditure of the public's funds.[6]

On the face of it, the grant, loan, and work programs administered by the Office of Education are considerably more neutral with regard to the ability of students to use their financial aid resources to pay for postsecondary instruction via television.[7] But while they do not contain categorical prohibitions or restrictions comparable to those found in the VA's education statutes and regulations, these aid programs were likewise developed with conventional modes of instructional delivery in mind, and their applicability to ITV is therefore often limited.

For example, all of the student aid programs require a student to be enrolled on at least a half time basis to be eligible for any support.[8] Students may have considerable difficulty counting participation in telecourses as a part of their course loads in demonstrating the requisite

"satisfactory progress" or indeed relating their TV-related learning to sufficiently definable academic certification.

Negative Effects

There are a variety of other specific policies and procedures within the aid programs which have a negative impact on the ability of students to use such aid to pay for courses by television.[9] The net effect is to discourage students—particularly the economically disadvantaged who might most benefit from this form of instructional delivery—from making use of this learning vehicle. Likewise, institutions and stations are deprived of an important, substantial source of revenue to support the development and delivery of instructional programming.

These federal policies are reflected in many state-administered grant and loan programs. While there is considerable variation from state to state, by and large the programs tend to track the federal eligibility requirements.[10] Indeed, some states have retained even more restrictive policies, with aid limited exclusively to full-time students or to students enrolled in a traditional academic program.[11]

A final area of financial assistance to enable students to obtain a postsecondary education is found in the federal and state social welfare systems.[12] The programs provide varying forms of subsidy to certain categories of persons who wish to obtain or continue their postsecondary education, particularly where it is vocationally related. While often the assistance is limited to non-tuition related costs (such as living expenses), these resources are important for a significant number of persons to enable them to obtain needed opportunity. Again, instructional television has tended to be ignored in the establishment of policies for these programs. Aid is generally predicated on enrollment in a traditional academic program, for which participation in a telecourse may not qualify. With most of these funds channelled from the federal government to the states, and administered under 51 separate statutes, it is little wonder that few persons or institutions have been able to find a way to allow ITV to penetrate this population.

Institutional Assistance

If federal and state policies with regard to student financial assistance tend to discriminate against instructional television and its providers, then what of direct aid to the colleges and the stations? With very few exceptions, it is clear that policies on institutional assistance do not even consider instructional television.

As noted above, the basic policy of the Office of Education has been to concentrate federal support on student aid, and, conversely, to oppose most categorical institutional aid. Those few programs within the Higher Education Act of 1965 which could be supportive of instructional television have either been grossly underfunded or not funded at all. For example, Title VI, which authorizes federal support for undergraduate equipment, including equipment which could be used for the development of instructional programming, has been unfunded for several years and is being recommended for termination; Title X, which authorizes funding to assist in the establishment or expansion of community colleges, and which could likewise support expansion of ITV capabilities, has never been funded and is likely to be deleted; and Title I, which authorizes funds for community services and continuing education, and which could be an excellent source of support for various forms of ITV services, has consistently been funded at a level which virtually precludes any significant use of its resources.[13]

To be sure, support for instructional television at the postsecondary level within the education side of the federal establishment comes from the National Institute of Education and the Fund for the Improvement of Postsecondary Education.[14] Both of these agencies have made grants to support ITV development, and NIE has for several years provided on-going large-scale support to several regional ITV consortia. But in both cases, the purpose of the funding is to provide a catalyst for the development of new approaches, rather than to offer a long-term financing vehicle for services. The federal policy behind NIE is to support research to improve the quality of education, with a particular emphasis on improving access for those historically disadvantaged, while that of FIPSE is to encourage innovation which might then be adopted by other institutions without further governmental support or intervention.[15] ITV, to the extent it can reflect these policy goals, has been an attractive recipient of significant support from both of these agencies.

But, for each funding cycle, ITV must compete with every other kind of delivery system, pedagogy, technique, and experiment for a share of the limited educational research and development resources. That some ITV entities have been so successful with one or both of these sources of support is far more a tribute to their energy and political astuteness than to any clear policy commitment on the part of the agencies towards ITV.[16]

Some grant and contract support has been available through a variety of other HEW-administered programs, including the Elementary and Secondary Education Act, the Emergency School Aid Act, the Vocational Education Act, and the Community Schools Act.[17] Again, however, the statutes themselves have rarely included even fleeting references to instructional television at the postsecondary level, and the use of these funds has often had to be more the result of ingenuity on the part of the applicant colleges and stations than on an affirmative policy of the government to support such a use.

There is some evidence of federal policy in support of ITV in the Public Telecommunications Facilities Act, formerly the Educational Broadcasting Facilities Act.[18] However, even here the policy emphasis is on the provision of public telecommunications services, with instructional uses assuming at best a peripheral role.[19]

The only substantive reference to instructional television in the statute or regulations is found in a description of the funding priorities, in which "Activation or Expansion of Telecommunications Facilities for Significantly Different Additional Service (Priority II)" is defined to include "service to identifiable ethnic or linguistic minority audiences; service to the blind or deaf; instructional service; electronic text; or significantly different alternative service to a general audience."[20] Yet, it is interesting to note that in the original draft of the PTFP priorities, the term ITFS, referring to Instructional Television Fixed Service, a variety of closed-circuit instructional television, was used in place of "instructional service, a reference which was changed only when instructional broadcasters protested that it was far too narrow a definition and excluded open broadcast ITV."[21]

Furthermore, the fact that Congress has mandated the consideration of alternative technologies, aside from open broadcast TV and radio, is likely to have the effect of further diluting the resources available for ITV through this vehicle.[22]

Province of the States

Unlike student aid, however, institutional funding has become far more of a province of the states than of the federal government. Yet, state policies with regard to the funding of instructional television services, either to the colleges or to the stations, tend to be only marginally more positive (with a few notable exceptions). The problems, while they vary widely from state to state, fall into several distinct categories. First, many state funding formulas for the public colleges (and in some cases for subsidies to private institutions) do not allow the institutions to fully count students taking part in telecourses.[23] Second, capital funding policies often give low priority to ITV needs.[24] Third, in many states public finance policies require all income (including tuition) to flow directly to the state treasury, rather than to the institution itself.[25] This frequently has the effect of eliminating the incentive to make programs cost effective (denying the institutions the value of an important attribute of ITV) and perhaps most important, diminishing the ability of the institution to use tuition revenue to contract with local public broadcasters to support the delivery of such programming.

Apart from the government policies which affect the financing of instructional television are those policies which influence the ability of the institution and the broadcaster to design, develop, produce and deliver educational services, as well as the ability of the prospective learner to access and benefit from them. These policies may be divided into two categories: those which actually prescribe (or proscribe) particular conduct and those which seek to set forth statements of principles or priorities. The former policies are most often translated into regulations and rules, whereas the latter tend to appear as exhortations, albeit sometimes as precursors of more substantive action.

The Statement of Findings in the Lifelong Learning Act of 1976 (Title I-B of the Higher Education Act) is an excellent example of such a broad and ringing declaration of policy. Calling for "the availability of appropriate opportunities for lifelong learning for all . . . citizens without regard to restrictions of previous education or training, sex, age . . . (etc.)," it sets forth a statement of Congressional intent and interest. The fact that Title I-B was not funded should not obscure the fact that the passage of the Lifelong Learning Act, and the promulgation of its statement of findings, probably represents a watershed in Congressional commitment to extending learning opportunities beyond the traditional 18-22 cohort. The importance of such a sense of policy direction for those engaged in postsecondary instructional television, with its high capital requirements and long planning lead times, must not be ignored.

Being able to forecast governmental action, support, or the absence thereof depends in large measure on the ability to predict the tone of the legislature (whether congress or the state legislature). The predictive value of such exhortative language is highly erratic, but in the variable world of government policies and funding, anything which seems to sense the drift of the winds ought to be carefully considered.[26]

Development and Delivery

Obviously, of far greater immediate importance to the educator and to the broadcaster are government policies which directly affect their development and delivery of ITV services. Perhaps the most important non-financial policies are those which concern the licensure or accreditation of educational programs. (It is, of course, not strictly correct to describe such policies as non-financial, since many federal and state sources of support are dependent upon program approval, accreditation or licensure.[27] Nonetheless, since the primary purpose of these policies is not economic, the resultant financial consequence is all too often inadequately considered in their formulation.)

While traditional academic institutions must only deal with one form of licensure, those involved with ITV must contend with two. There is the *state* license to grant a degree or offer an academic program, a requirement common to all postsecondary enterprises within a given jurisdiction. And there is the *federal* license to operate a television broadcast station, an authorization common to an altogether different type of instrumentality, the broadcaster.

There is a certain inherent tension behind the basic premises for these two licenses, a tension rooted in the particular policies formulated for their issuance. Perhaps the most basic difference lies in the nature of broadcasting versus education. In the case of the former, the license is an exclusive grant of a segment of the public airwaves, a monopoly over a particular tele-

vision channel. In return for the grant of that monopoly, the licensee (in theory) is held to a standard of service to "the community," rather than to a narrow clientele.[8] A television license is obtained by an applicant who can demonstrate broad interest and support for the television operation, and it can be maintained by at least a rudimentary showing that the licensee is continuing to serve the community.[9]

The federal policy of maximizing service to the widest audience has a substantial effect on the licensing decision and on the nature of the programming offered by the station. It is likely that TV stations (educational or commercial) which cater to relatively narrow interests or needs can be found only in the largest markets, where there are many channel allocations *and* the economic capacity to activate them.[10]

In the case of educational services, the licensing process is almost the exact opposite. Since in theory there is no limit to the number of academic institutions which can co-exist in (or serve) a given community, the grant of a license to conduct an academic enterprise or to award degrees need not be based on the showing of broad community need. Indeed, success in obtaining a license may be predicated in part on defining a particular narrow constituency which needs and wants the educational services to be offered, and which is presently un- or underserved. Except for protectionist instincts, there is no reason why a state cannot license all the institutions and programs which desire to serve its residents.

Meeting Minimum Standards

In theory, then, the basis for state licensure of an academic institution (or program) is not based on broad appeal but rather on whether the institution and its programs meet certain minimum standards of quality and quantity of the faculty, the nature of the instructional program, facilities, and financial capacity.[11] In some states, the process of review and approval is long and rigorous, with the state education department (or some comparable agency) carrying out a thorough examination of the institution and its proposed programs. In other states, however, that process is largely pro forma, with virtually any applicant able to obtain approval upon completing a form and perhaps tendering an application fee.

Regardless of the process, the needs of instructional television must comport with both federal policy encouraging the broadest service and with state policy encouraging service to a specific clientele. The broadcaster, in meeting its federal license commitment, must seek programming which serves a wide audience. The educator, on the other hand, is trying to meet a specific instructional need, one which may exist among only a relatively small portion of the community.

Further complicating this relationship is the federal policy which requires the licensee of the broadcast facility to maintain absolute ultimate control and responsibility over program content.[12] If it is itself the licensee, the educational institution can contractually commit the broadcaster to the provision of air time. But it is nonetheless subordinate to the broadcaster in terms of ultimate decisions regarding what is or is not to be scheduled. A state policy to encourage instructional television may therefore be frustrated by federal policies which limit access to the airwaves and which, in most instances, seek to encourage the broadcaster to serve the widest audience.

State licensure of postsecondary education may have yet another effect upon instructional television, arising out of the reserved power of the states to regulate education within their boundaries.[13] The free-market economy of postsecondary education which has marked the development of the field over the past few decades now shows signs of giving way to a protectionist movement, with institutions within a given jurisdiction seeking to reduce or eliminate competition from what they view as "carpetbagging" outsiders. Particularly vulnerable to such opposition are nontraditional delivery systems which allow institutions to conduct academic programs in communities far removed from their home campuses, without the need to invest in costly or duplicative facilities.

Despite the fact that many of these outreach programs serve needs not otherwise provided for by local institutions, there is a growing feeling among state licensing agencies that such inroads into the local educational delivery process ought to be more strictly regulated, if not curtailed entirely. This, in turn, has resulted in a number of conflicts between institutions engaged in such nontraditional activities and state licensing agencies.[14]

Fundamental Issue

There is a fundamental issue at stake here, and in a very real sense it is a conflict between state and federal policies. On the one hand, the regulation of education has traditionally been considered to be within the powers reserved to the states, and indeed virtually all federal education legislation contains an obligatory statement disclaiming any attempt at federal control or intervention.[15] On the other hand, the federal Constitution expressly reserves control over interstate commerce to the federal government.[16] Is the delivery of educational services to be controlled by the several states, or, where it crosses state lines (as in the case of a multi-state nontraditional program), does it achieve the protection of the Commerce Clause of the Constitution? The issue has not yet been resolved at a level sufficient to be determinative, but it is clear that in the near future the policy conflict will work its way through the judicial system to the Supreme Court.

The potential impact of this conflict situation on instructional television is obvious. Television signals do not respect political boundaries: there is no way to keep a student in Indiana from tuning in an instructional program transmitted from within Illinois. But what if that student wants to **enroll** in an academic program

offered by an Illinois institution? Does the Illinois institution have to obtain authority from Indiana licensing authorities, even if the transmission of the signal across the state line is purely fortuitous? Does enrolling the Indiana student constitute carrying out an educational program in that state?

Crossing State Lines

The situation becomes far more complex when the instructional television system is designed to cross state lines. It is now altogether feasible, for example, for an institution in New York to offer instructional programming for broadcast over stations throughout the country, with students enrolling through the New York institution. Can a state prevent a station, licensed by the federal government, from broadcasting instructional programming which offers a student the opportunity to obtain a degree through an institution not licensed to grant that degree within the state? Can the state prevent the institution from enrolling that student, even if the institution has no physical "presence" in the state? Some states have applied rules designed to control foreign (out-of-state) correspondence schools, but it is questionable whether rules and regulations designed to cover that sort of instructional system ought to be applied to instructional television. Except where multistate compacts are involved, the policies which are now emerging appear to be protectionist. It is unclear whether, under challenge from the offering institutions and the broadcasters, whether such policies would prevail. Until that question has been answered, however, instructional signals which cross state lines will be doing so under something of a cloud.

Another related issue is that of accreditation. In this country, quality control over postsecondary education is the responsibility of voluntary private accrediting organizations (albeit a power shared to a greater or lesser extent with state licensing authorities). These accrediting organizations, be they regional bodies accrediting colleges and universities generally, or specialized agencies, accrediting specific academic, technical or professional offerings and fields, are ostensibly totally independent, non-governmental entities, operating on the basis of the mutual consent of their member institutions.[47]

That analysis, however, fails to take into account the substantial quasi-governmental powers vested in these private organizations. For example, the federal government bases eligibility for participation in a wide range of student and institutional aid programs on the accreditation status of a college or university. An institution which has status (whether full or partial) is automatically eligible to participate in these programs, while an institution without status must either demonstrate that its credits are accepted by three institutions which *are* accredited, or petition the Commissioner of education for extraordinary relief.[48]

Institutional Accreditation

Many state agencies likewise predicate eligibility for participation in various programs on institutional accreditation, and in some states a student cannot obtain a license to practice a profession without having graduated from a school with accredited status.[49]

The accrediting agencies, therefore, wield considerable power beyond their so-called "voluntary" quality control function. The effects of this power on instructional television are several.

First, the accrediting agencies are not at all uniform in their treatment of instruction by television. Some of the bodies are quite open in their willingness to see new techniques used to provide educational services, while others are more reluctant to allow a significant departure from the campus-based program. This difference of treatment occurs not only between various fields covered by the specialized accrediting agencies, but between the several regional bodies as well.

The most serious problems arise when an institution, accredited by a regional body in one region, seeks to offer a telecourse through a station within the jurisdiction of another. Does the accreditation extend to the second jurisdiction? Must a state give full faith and credit to accreditation afforded by an agency other than the one which covers its own institutions? The once-common policy of accrediting agencies to accredit the entire program of an institution, regardless of where it is offered, has rapidly changed to a policy of only offering accreditation for the program of the institution at a given site. Each additional site would have to be separately evaluated, perhaps by the accrediting agency covering that region.

But what of the instructional television service which offers an identical course over stations in a variety of regions? Should the same academic programming be subject to differing accreditation standards? This and the previous questions are only now beinning to be answered. It is not clear whether the policies which are emerging will favor broadened use of instructional television technology, or whether they will join the states in erecting protectionist barriers. The recent pronouncements of the Council on Postsecondary Accreditation (COPA), the coordinating body for the accrediting community, seem to point towards a relatively liberal view. But the actions by several regional accrediting agencies in restricting their coverage to programs delivered within their jurisdiction (and similar actions by several states), may have a very different effect.[50]

While the problems arising from the distribution of ITV courses across jurisdictional lines (whether state or regional) are potentially very serious, one should not ignore the potential benefits which may arise from the state and federal policies which place considerable store in the decision of the accrediting agencies. The recent COPA reports have seemed to stress a movement away from evaluations based upon process and towards an

examination of the outcomes of the academic experience. Such an approach should be beneficial to nontraditional instructional delivery systems, such as ITV. While it is very difficult to evaluate the process of such systems in comparison to other traditional means, the outcomes can usually be measured by more standard methods. It is, however, too soon to ascertain whether the accrediting bodies will indeed move to outcome measures, and if they will, in applying such measures, deal evenhandedly with instructional television as a postsecondary delivery system. But there is reason to be somewhat optimistic in that regard: if that optimism is well founded, then the federal and state policies which rely on the determinations of these agencies will likewise tend to treat instructional television more equitably.

Affirmative Action

Another set of federal policies is likely to have significant effects on the future of instructional television (as well as some other alternative delivery systems): the policies which not only proscribe discrimination on the basis of age or handicap but which increasingly require affirmative action to place persons in these protected classes on an even footing with the majority population.[41] Just as affirmative action on race and sex has stimulated institutions to develop new programs to reach out and serve these populations, so affirmative action requirements for the elderly and the handicapped will likewise encourage the development of programs to serve their needs. The unique capacity of instructional television to access the student in his or her own home is an important attribute when dealing with constituencies for whom travel may be a great burden. Likewise, some of the special capabilities of ITV, including captioning and text transmission, may better serve the needs of these populations than traditional classroom instruction.

Of course, affirmative action policies may also have the effect of inhibiting the development of effective programming, less out of their intent than out of overzealous attempts at enforcement. Requirements imposed on institutions and broadcasters alike must be both reasonable and reasonably attainable. Otherwise, the net result will inevitably be to discourage from involvement just those service providers who can best serve the needs of the target groups.

Copyright Issues

The broadcast of college-level courses also raises a number of copyright issues. The 1976 Copyright Act made major changes in the nature and scope of copyright protection in the United States.[42] There is no longer a specific exemption for "non-profit" uses, and protection for the full statutory term is available the moment a work is created, whether or not it is published. The Congress has extended copyright protection not only to print materials but to all original works of authorship which are fixed in any tangible medium of expression, including those now in use or later developed. Each contribution to a collective work may be separately protected so that a single consent may no longer be sufficient.

Given the new copyright law, the producer of a telecourse (and its supporting materials) must determine that the contemplated use of protected material is either within a specific exemption, or that permission has been granted expressly for its use. The two key exemptions insofar as ITV is concerned are the "fair use" doctrine, and the exemption for instructional performances of non-dramatic literary or musical works, and displays of other works. (The latter exemption imposes a limit of 30 copies of each program, requires destruction of the tapes or films after seven years, and may limit the availability of copyright protection for the telecourse itself.)

The law now requires each user to determine how it intends to use any protected materials, to insure that the proper clearances are obtained, and to keep records of such clearances.

The most fundamental copyright question raised in the production of telecourses revolves around the ownership of the copyright.[43] If a telecourse is produced by a broadcast station or a production center, the participating college or university may or may not by contract acquire all or certain rights to the telecourse. This issue must be decided at the earliest stages of course development, since at various points along the way alternatives available to the parties may become foreclosed.

The movement towards consumerism, and federal and state policies fueling that interest, is already having significant effects on the higher education community. Students have acquired considerably broadened rights to examine and correct errors in their academic records, and there is a growing incidence of law suits by students brought against institutions to recover damages allegedly incurred because of implied or allegedly express contracts to "teach" or "train" the student.[44] So far, none of these cases has succeeded in holding the institution liable for the failure of the student to learn, or to obtain a job or certification upon graduation. But it is very possible that, in at least some jurisdictions, colleges and universities may find themselves held to a considerably higher level of responsibility than that to which they are now accustomed. If that does come to pass, the same risks may be imposed upon the broadcasters who transmit the telecourses. Educators and broadcasters must therefore work together to both substantively protect themselves from such liability and to secure the adoption of governmental policies which limit their risks under reasonable circumstances.

Alternative Technologies

Discussed previously were the beginnings of a protectionist movement among many traditional institutions, particularly aimed at erecting a barrier against incursions of foreign programs. While instructional broadcasters should not respond by becoming protectionist in

their own rights, there is unsettling evidence of federal policies which may significantly favor other delivery systems over open broadcast television. Support of and interest in cable systems, direct satellite distribution, and video disc/tape technologies may affect the viability of open broadcast ITV as an efficient and competitive delivery medium. The objective here should not be to exclude these other techniques, but to seek to make use of their best attributes.

Thus, federal policies supporting alternative technologies (as evidenced in the Public Telecommunications Facilities Act) can be turned to the advantage of the instructional broadcaster and the cooperating institutions by weaving such technologies into the overall delivery system.[47] It is not impossible to imagine that, in the age of the home video disc and the personal computer, open broadcast ITV may become an anachronism. Those interested and involved in ITV should remain aware of that risk, and seek to deal with it in an affirmative and forthright manner. Federal policies that encourage multiple technologies and personal distribution systems may not be disadvantageous to ITV, but neither should those policies be allowed to develop without the clear input of the ITV community, educators, and broadcasters alike.

FCC Policies

Finally, the policies of the Federal Communications Commission with regard to instructional television remain clouded. As mentioned previously, the broadcaster who participates in instructional programming is faced with a set of pressures and responsibilities very different from those of the institution which accredits the academic offering. It is altogether unclear the extent to which the current thrust for the control and involvement of women and minorities in TV and radio may supercede interest in encouraging instructional second services.[48] Competition between academic institutions and minority groups or women, or both, for control of a local non-commercial channel may become more common, and where the Commission would stand on such a dispute is still unsettled. "Ownership and control" at the moment appear superior in the collective wisdom of the Commission to the nature of the service, leading to the conclusion that at present the FCC would favor an application which displayed ownership or control by women or minorities, or both, over institutional involvement, where the latter is seen as representing the majority community. (Defining "ownership" of a noncommercial entity is another far more complex issue, as noted in NTIA's June Policy Statement.)

The policy of encouraging multiple national and regional services may also have significant implications for both the broadcaster and the institution. Such services will offer a broadcaster a wider variety of options to present to its audience, including the potential of a national instructional programming service. Whether such national or regional distribution of instructional programming will by-pass the local institutions, concentrate on one particular type of institution to the detriment or exclusion of others, or indeed result in the development or strengthening of station-institution ties is subject to considerable debate. What is clear as a result of new policies is that the availability of programming is likely to be greatly expanded, and with that expansion will come both great opportunities and certain risks for instructional television.

The increased availability of instructional programming may be somewhat vitiated by a growing reluctance on the part of the commission to allow multiple ownership of even noncommercial stations, and to affirmatively discourage single control of more than one noncommercial station in a given market. Particularly where a secondary TV station serves as the instructional outlet, such potential rulings may have a negative impact on the future growth of ITV. On the other hand, present encouragement for ancillary services, such as captioning and teletext, may support increased use of television for postsecondary instructional purposes.

Of course, the future of the FCC is itself in doubt. The movement towards deregulation, already successful at the CAB, may succeed in changing the entire regulatory framework for the broadcast industry. How this would affect instructional television is an altogether open question.

Footnotes on Chapter 3

[1]The concept of providing assistance to students rather than institutions dates back to the first Veterans Readjustment Acts (GI Bills) enacted after WWII, and has carried to the present in the Post Vietnam Era Veterans Educational Assistance Act of 1977 (P.L. 94-502, 90 Stat. 2393) and the series of student financial assistance programs embodied in the Higher Education Act of 1965, as amended (P.L. 89-320, 20 U.S.C. §§1001 *et. seq.).* While the concept of institutional assistance has continued since its inception with the Land Grant Acts of the last century, the volume of federal funds disbursed through direct student aid has vastly outstripped resources channelled to the institutions.

[2]The statute provides that: "The Administrator shall not approve the enrollment of an eligible veteran in any course to be pursued by open circuit television (except as herein provided) or radio." 38 U.S.C. §1673. The same provision limits the use of open circuit television to the situation where an eligible veteran is enrolled "in a course, to be pursued in residence, leading to a standard college degree, which includes, as an integral part thereof, subjects offered through the medium of open circuit television, if the major portion of the course requires conventional classroom or laboratory attendance." Id. The implementing regulations further restrict the use of open ITV by providing that "In no instance may a veteran . . . include in his or her program during any one semester or quarter more than six credit hours of open circuit telecast instruction for the purpose of computing the rate of educational assistance allowance." 38 CFR §21.4233(c)(1).

[3]See, for example, limitations imposed on the use of the independent study approach, 38 CFR §21.4280.

[4]The standards applied by the Veterans Administration to determine whether a course of studies constitutes full- or part-time enrollment are based on a concept of "contact hours," consisting of traditional 50 or 60 minute classroom sessions. *See* 38 CFR §21.4270. Generally, a course of study has been considered full-time if it involves at least twelve contact hours a week, a provision which has been hotly debated by the higher education community as representing an unreasonable intrusion into academic decision making, outmoded and failing to recognize innovations in curricula and delivery systems (such as telecommunications). *See Wayne State University v. Cleland,* 440 F. Supp. 811 (E.D. Mich. 1977). Despite these objections, the House of Representatives has passed a revision to the governing legislation which if enacted would codify the contact hour rule:

> ". . . the term 'in residence on a standard quarter- or semester-hour basis' means study at a site or campus of a college or university, or off-campus at an official resident center, requiring pursuit of regularly scheduled weekly class instruction at the rate of one standard class session per week throughout the quarter or semester for one quarter or one semester hour of credit, and a standard class session is defined as one hour (or one fifty-minute period) of academic instruction, two hours of laboratory instruction, or three hours of workshop training."
>
> H.R. 5288, 96th Cong., 1st Sess. §224(b) (1979), amending 38 U.S.C. §1788(c).

In remarks accompanying the measure, Rep. W.G. Hefner of North Carolina notes that this provision "Clarifies the Veterans Administration's full-time measurement standard . . . ." Hefner goes on to comment that while "it should be emphasized that the VA has not imposed and has stated it has no intention of imposing its determination of what constitutes full-time training on any school [i]t does, however, have both the right and the responsibility to determine the proper statutory rate of benefits which the Congress intended would be paid a veteran based on the nature and extent of such veteran's pursuit of an approved program of education." 123 Cong. Rec. H9173 (daily ed. Oct. 15, 1979).

[5]See *Wayne State University v. Cleland,* 590 F.2d 627 (6th Cir. 1978) in which the university sought to overturn the restrictive interpretation of "full-time study" imposed by the VA on the non-traditional adult-oriented program offered by one of its units. The appellate court agreed that VA regulations were subject to judicial scrutiny where it is alleged they were promulgated without statutory authority, but then reversed the holding of the District Court by finding that the regulation in question was not unreasonable. See also, *Wayne State v. Cleland,* 440 F.Supp. 811 (E.D. Mich. 1977).

[6]There is conflicting evidence whether the VA is shifting its position. While there are some indications that the agency is looking with somewhat more favor on measures of outcome rather than process, with a concomitant willingness to at least consider non-traditional delivery systems on parity with traditional classroom instruction, recent Congressional action reinforcing the contact hour rule may have a contrary effect.

[7]The major need-based student assistance programs are found in Title IV of the Higher Education Act of 1965. These include the Basic Educational Opportunity Grants program (Subpart 1 of Title IV-A); Supplemental Economic Opportunity Grants, (Subpart 2 of IV-A); Direct Student Loans (Title IV-D); and College Work-Study (Title IV-C).

[8]See, for example, 20 U.S.C. §1070-1(b)(2)(B) which limits eligibility for Supplemental Grants to students enrolled on at least a half-time basis. The government has consistently opposed efforts to extend student aid eligibility to less-than-half-time students. However, the proposed Higher Education Reauthorization Act of 1980 (HR 5192) as reported to the House floor would provide limited access to Supplemental Grant as well as State Student Incentive Grants for less-than-half-time students.

[9]Other impediments include limitations as to the duration of grant eligibility and the regulatory requirement that the course of study lead to a standard degree or certificate.

[10]See State Student Incentive Grant Program, Title IV-A, Subpart B, 20 U.S.C. §1070c *et seq.*

[11]However, there is some indication that the federal government intends to seek to enforce greater uniformity among the states in the administration of these programs. In at least one case, the Office of Education has chosen to withhold release of funds to a state which had elected to impose a unique set of standards for eligibility.

[12]For example, the child of an individual covered under Social Security and eligible for benefits is entitled to receive an additional four years' benefits provided he or she is a full-time student. 42 U.S.C. §402(d)(1)(B). The term "full-time student" is further defined to encompass resident, day academic programs. 42 U.S.C. §402(d)(7).

[13]While the demise of Titles VI and X are virtually assured, the present Title I is likely to be substantially restructured as part of the 1980 Higher Education Reauthorization. Legislation introduced in both houses of Congress, and approved by the House Education and Labor Committee, would refocus Title I on "Education Outreach Programs," shift its emphasis to the extension of educational services to hitherto underserved groups, and open funding eligibility to virtually every sort of organization and institution, proprietary as well as non-profit. See *Committee Print,* H.R. 5192, 96th Cong., 1st Session

(September 24, 1979). Whether such a broad-gauged approach will receive an appropriation commensurate with the extent of potential utilization remains, however, conjectural.

[6]See General Education Provisions Act, §§404 and 405. 20 U.S.C. §§1221d, 1221e. It should be noted that considerable resources have been available under several elementary and secondary education enactments, including Title IV resources under the Elementary and Secondary Education Act, PL 81-874 and particularly under §711 of the Emergency School Aid Act, P.L. 92-318, 20 U.S.C. §1610.

[7]Several of the statements of purpose for FIPSE bear directly on instructional telecommunications, including:

> "(3) the establishment of institutions and programs based on the technology of communications;
>
> (5) the design and introduction of cost-effective methods of instruction and operation;
>
> (6) the introduction of institutional reforms designed to expand individual opportunities for entering and reentering institutions and pursuing programs of study tailored to individual needs." 20 U.S.C. §1221d(a).

But note that aggregate annual funding for FIPSE has hovered around $12,000,000 to support *all* the purposes of the program.

[8]Both NIE and FIPSE do seem to be embarked on reassessments of their priorities, with instructional technology and telecommunications issues apparently relatively high on their agendas.

[9]In addition to ESEA and ESAA cited above, *see also*, Vocational Education Act of 1963, 20 U.S.C. §§1241-1393f, 2301-2461; Community Schools Act, P.L. 93-380, 20 U.S.C. §1864.

[10]Title III, Part IV of the Communications Act of 1934, as amended, 47 U.S.C. §§390-94, 397-99.

[11]The statement of purposes establishes the following objectives:

> "(1) extend delivery of public telecommunications services to as many citizens of the United States as possible by the most efficient and economical means, including the use of broadcast and non-broadcast technologies;
>
> (2) increase public telecommunications services and facilities available to, operated by, and owned by minorities and women; and
>
> (3) strengthen the capability of existing public television and radio stations to provide public telecommunications services to the public." 47 U.S.C. §390.

It is important to recognize that the above declaration of purpose is as enacted in the 1978 amendments to the Communication Act. The prior statement, enacted in 1962, provided that the purposes were to assist in the construction of non-commercial *educational* television or radio . . . "and (2) to demonstrate the use of telecommunications technologies for the distribution and dissemination of *health, education* and other public or social service information." P.L. 87-447, 76 Stat. 64, as amended. Emphases added.

[12]44F.R. 30921 (May 29, 1979).

[13]44F.R. 13262 (March 9, 1979).

[14]See, 47 U.S.C. §392(a)(5).

[15]In many states, computation of full-time equivalent (FTE) students is based on resident credit hours, so that credits generated through telecourse utilization do not increase the resources available to the institution.

[16]Support for ITV purposes varies widely from state to state. With increasing competition for scarce capital dollars, new construction appears likely to receive low priority in comparison to other more politically attractive alternatives, despite strong social benefit arguments to the contrary.

[17]The other side of the FTE discrimination problem often arises from the fact that many public institutions cannot directly use tuition generated through telecourses or other non-traditional programs. Instead, these funds go into the general state fund, and the institution's allocation is based on an FTE formula which ignores these students. Campus-controlled "revolving" accounts, which once were the mainstay of such non-traditional activities, are increasingly being circumscribed by state regulation or policy.

[18]The language contained in the Lifelong Learning Act of 1976, Title I-B of the Higher Education Act, is a very good example of such exhortative provisions. 20 U.S.C. §§1015, 1015b.

[19]See Title XII of the Higher Education Act, which defines "institution of higher education." 20 U.S.C. §1141(a).

[20]See generally, Communications Act of 1934, 47 U.S.C. §1 *et. seq.*

[21]See, for example, the general provision requiring that licenses be granted upon a showing of "public convenience, interest or necessity." 47 U.S.C. §307.

[22]In a metropolitan area such as New York, there may be television stations serving foreign language interests, elementary education, public service training and a variety of other purposes. But such a diversity of licensees is only possible where the channel allocations are very large. Such is not the case in the vast majority of communities.

[23]Generally, state statutes and regulations governing institutional licensure require the submission of information on a variety of aspects of governance, administration, control, program, facilities and faculty. See, for example, District of Columbia Code, Ch. 29, §§415 *et. seq.* While in more instances these elements are reviewed only insofar as they demonstrate that the applicant institution meets certain minimum standards, a few states are considering regulations which would establish a comparative basis for the award of a license. A proposed application scheme in Pennsylvania for the licensure of foreign educational institutions would require the applicant to "prepare a written proposal for submission to the Pennsylvania Department of Education which must include the following items:

> . . .
>
> 2. A needs study must be included and should be developed by responding to the following questions:
>
> (a) How many programs now exist in the higher education planning region, which are designed to provide essentially the same type of training or education? What evidence suggests an additional program is necessary? Are there institutions now in the region that can provide the same type of programs?"

Working Draft, Policies, Procedures and Standards for the Approval of Foreign Corporations to Operate and Educational Enterprise in the Commonwealth of Pennsylvania, Pennsylvania Department of Education, May 22, 1979.

[24]In a license renewal proceeding concerning a non-commercial broadcaster, the FCC unequivocally set forth its policy with regard to "the central importance of licensee control."

> "A broadcast licensee is a public trustee, entrusted with the use of a precious public resource in return for its agreement to adhere to limited conditions imposed by this Commission.

47 U.S.C. §301 (1970). From the first days of broadcast regulation, licensee control over the operation and management of their broadcast facilities has been central to the proper functioning of the regulatory scheme mandated by Congress and enforced by the Commission. Without licensee supervision of and control over the operation of their stations, the key element of the present system—accountability to the public and the Commission—would be lost." *In Re Application of the University of Pennsylvania Radio Station WXPN(FM)*, 69 F.C.C.2d 1394, 1396 (1978).

The Commission has taken the same position in a variety of proceedings. See, for example, *WCHS-AM-TV Corp.*, 8 F.C.C.2d 608, 609 (1967) in which it was noted that "the commission has always regarded the maintenance of control over programming as a most fundamental obligation of the licensee," and in a very early case, *United States Broadcasting Corporation*, 2 F.C.C. 208, 225 (1935) the Commission was even more direct in stating that "the right to determine, select, supervise, and control programs is inherently incident to the privilege of holding a station license. In fact, the right becomes a responsibility of a licensee, as he must be held to strict accountability for the services rendered." Finally, in dealing with licensee-citizens group agreements (analagous to licensee-college agreements) the Commission required that "licensees alone must assume and bear ultimate responsibility for the planning, execution and supervision of programming and station operation. . . . We have long held that it is responsibility, and not just accountability, that is nondelegable." *Office of Communications of the United Church of Christ* v. FCC, 465 F.2d 519, 521 (D.C. Cir. 1972) quoting *KCMC, Inc.* 25 FCC2d 603, 604 (1970).

"While there is nothing in the Constitution which expressly reserves control over education to the states, this area of activity has traditionally been considered within the Reserved Powers clause of the Constitution. Specifically, the Tenth Amendment provides that: "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people."

"The key issue is the degree of contact necessary to trigger a state's licensure provisions. At one end of the spectrum, an institution operating a resident campus within the boundaries of a state would almost certainly fall within its licensure statute; at the other end is the institution, located outside of the state, whose students may reside within the state while carrying out independent thesis research. It is in the grey area between these extremes that conflicts between state authorities and non-traditional institutions have arisen, particularly as states have attempted to extend their authority to lower levels of institutional contact. See, for example, *Minn. Stat.* Ch. 136A (1975).

"An example of such a provision is contained in the General Education Provisions Act:

> "No provision of any applicable program shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution, school or school system . . . ." 20 U.S.C. §1232a.

"Article I, Section 8 of the Constitution reads in part:

> "The Congress shall have Power . . . To regulate Commerce with foreign Nations, and among the several States . . . ."

"There are six regional accrediting associations, seventy-three specialized accrediting bodies currently recognized by the Office of Education, plus one state whose licensure authority is also recognized for accreditation purposes.

"See, for example, §1201 of the Higher Education Act, which provides in part that an "institution of higher education" is:

> "(5) accredited by a nationally recognized accrediting agency or association." 20 U.S.C. §1141.

While alternative approval methods are set forth in the statute, they are considerably more onerous.

"Such provisions are common in fields such as law and medicine, where the states have chosen to rely on the quality control provided by the accrediting agencies in the field. In most states, approval of institutions for licensure is significantly easier if the institution is accredited, with a substantial reduction in reporting and evaluation requirements. See, for example, *Coordinating Board, Texas College and University System, Rules for Private Degree Granting Institutions Operating in Texas*, Rule 002(a)(1).

"The opposite is also apparently occurring: at least one state has indicated that it intends to withdraw recognition of accreditation granted by accrediting agencies other than its own regional association. Such a practice would mean that distance learning activities would be subject to accreditation review for each region within which they might operate.

"See, for example, Title VI of the Civil Rights Act of 1964, prohibiting discrimination in federally-assisted programs; Title IX of the Education Amendments of 1972 prohibiting discrimination on the basis of sex; and Sections 503 and 504 of the Rehabilitation Act of 1973.

"See 17 U.S.C. §§100-506.

"The holder of a copyright has a legally protected property interest, in many respects similar to the ownership of other forms of property, and that ownership may be transferred, sold, leased or otherwise conveyed. See 17 U.S.C. §201.

"See *Behrend v. State*, 379 N.E.2d 617(1978) where a group of graduates brought suit against their former university for failing to achieve accreditation, and therefore depriving them of professional certification. See also, *Donohue v. Copiague Union Free School District*, 47 LW 2096 (NY App. Div.2d, July 31, 1978), the first education malpractice suit filed in New York State, in which the student alleged that the school district had breached its statutory duty to educate him and in so doing had caused him compensable damage. While the court dismissed the complaint, the language of the decision leaves open the door for future more clear-cut cases. See also, *Peter W. v. San Francisco School District*, 60 Cal. App.2d 814 (1978).

"A new provision of the Communications Act, providing for discretionary grants "to promote the development of nonbroadcast telecommunications facilities and services for the transmission, distribution, and delivery of health, education and public or social service information" is indicative of the increased Congressional interest in alternative delivery systems. 47 U.S.C. §395. But note that these resources could be used for allied systems, such as cable, satellite and "other modes of transmitting." 47 U.S.C. §395(e).

"There has been considerable controversy over the relative priorities to be assigned involvement, ownership or control by women or minorities versus the nature of the service to be provided in the allocation of PTFP funds. This was reflected in the large number of comments received by the National Telecommunications and Information Administration. See *Public Telecommunications Facilities Program, Report and Order*, 44 F.R. 30898 (May 29, 1979), and *Notice of Proposed Rulemaking*, 44 F.R. 896 (January 3, 1979). As a result of the considerable interest, NTIA published a Policy Statement regarding the minority and women's preference, 44 F.R. 33032 (June 7, 1979) which talked about "favorable consideration" without dealing directly with the nature or extent of the preference to be afforded.

4. Towards Greater Cooperation Between Community Colleges and Public Television Stations to Serve Adult Learners

Despite the paroxysms of change in which both our systems are caught, it seems well worth the time and effort to try once again to make this partnership work.
A Participant

Serving adult learners via the electronic media has been a dream shared for several decades by progressive broadcasters and educators. The attention of community colleges has focused on adults older than traditional college ages as their numbers on campus have continued to grow during the past decade. At the same time, the nation's public television enterprise has shown fresh interest in using TV for learning, and new technologies are fast emerging as additional conduits for instruction.

But both sets of institutions are wracked by paroxysms of change. The colleges are faced, among other things, with retrenchment pressures as cutbacks occur in public funding. The public television system is undergoing an organizational overhaul at the national level.

In this climate of perennial dreams and current crises, the Assembly met on September 5-7, 1979, at Airlie House, Warrenton, Virginia, to examine the critical issues currently facing colleges and broadcasters striving to deliver broader educational options to adult learners. The following synthesis of the Assembly's recommendations was drafted by Ronald Gross following discussions by participants in work-groups, plenary sessions, and other groupings.

It should be noted that these recommendations and proposals were not formally ratified by the Assembly. However, in the judgement of the synthesizer and the other conference organizers, this document represents the most important points which commanded general agreement. The Assembly participants had an opportunity to review the text and their suggestions have been embodied.

The recommendations call for improved policies at the local, state, and federal levels, within both the public and private sectors in order to build an environment more conducive to cooperation between the community college and broadcast communities.

The Assembly's deliberations were well-informed through three specially prepared papers, focused on survey data, policy analysis, and case studies, which together explored the critical issues facing this field.

Conferees at the Assembly began by inventorying literally dozens of concerns, problems, and impediments to greater and more fruitful cooperation. Then they focused on proposals that might conduce to a better climate for collaborating to serve the adult learner.

The most significant proposals and recommendations are summarized below.

To improve the capacity of community and junior colleges to deliver instruction via new media, it was proposed:

1. That partnerships to serve adult learners in diverse ways be created between colleges and public television at the local, regional, and national levels;
2. That community colleges regularly explore alternative ways to deliver instruction and reach people in their communities;
3. That long-range plans for course production be developed at the institutional, regional, and national level, as the basis for coordinating efforts and obtaining support;
4. That maximum use be made of what is already on public television;
5. That colleges seek and commit funding on a regular basis for the development and production of high quality media materials, aggregating funds from various sources to provide capital;
6. That colleges realize the necessity of a total marketing approach, beginning with needs assessment and culminating in evaluation with feedback of results, and including greatly strengthened promotional campaigns;
7. That colleges be involved in the decision-making and information-sharing processes as new broadcast materials become available, so that they can have a hand in determining what is produced and how, and so that information about what will be available and broadcast reaches them with sufficient lead-time for maximal usage;
8. That the colleges find ways to express their considered collective judgements on which courses should be produced next, and communicate those priorities to the major producing agencies;
9. That ways be found to make greater use of commercial television offerings;
10. That an enlarged clearinghouse role be assumed by AACJC, including provision of advice and referrals to help institutions entering the field;
11. That case studies of successful programs, projects, and consortial arrangements be prepared and widely disseminated;
12. That faculty be oriented towards new opportunities in this area through new training materials and programs;
13. That mediated materials prepared nationally be designed for optimum flexibility and adaptability at the local level to best meet local needs.

To increase the capacity of public television stations to serve adult learners in collaboration with colleges, it was proposed:

1. That stations seek and commit more funds and airtime on a regular basis to the production and/or broadcast of high quality instructional materials for adult learners, as well as working with colleges to develop other ways to provide instruction;
2. That Corporation for Public Broadcasting develop and make available research methodologies and instruments which can be used on the local and national level to determine the needs for telecourses, and to evaluate their effectiveness during production and their impact afterwards;
3. That stations combine their ascertainment data and other knowledge of community needs, with their local colleges' needs assessment findings, to develop a shared and improved understanding of the educational needs of their community;
4. That stations receive support where needed for the expansion, maintenance, replacement, or upgrading of their facilities and equipment.
5. That ways be developed to measure the amount, nature, and consequences of telecourse viewing by noncredit learners.

To provide greatly augmented funding for the continuous production of high quality telecourses, it was proposed:

1. That the public television establishment—from the local stations to the national agencies such as CPB and PBS—make unequivocal, and act upon their commitment to support instructional programming;
2. That processes and mechanisms be created to aggregate augmented funds, disburse them to enable the best possible courses to be produced, coordinate, promote, facilitate, and encourage the field.
3. That the new unit of the PBS currently being planned to focus on programming for pre-school children, K-12, and postsecondary and adult (the so-called "Green Service") be supported as a major new commitment to the field which could serve the above purpose;
4. That funding sources such as government agencies, foundations, and corporations improve the effectiveness of their support of telecourse development by sharing information about their priorities and plans.

To assure that distant learners and other non-traditional students receive equitable treatment under regulations and legislation which now often discriminate against them, it was proposed:

1. That a major study be undertaken, perhaps by CPB, to fully analyze this condition as revealed in Michael Goldstein's background paper, and propose steps to correct it;

2. That state funding formulas which discriminate against television-based instruction be revised to enable institutions to be funded for such programs;

3. That student aid regulations, such as those of the Veterans' Administration that discriminate against learning via television, be changed;

4. That regulations at the state and national level, which unduly limit the promotion of telecourses, be altered.

5. That AACJC's Kellogg-funded study of Policies for Lifelong Education consider the above matters as part of its consideration of the media.

6. That the many policies which do encourage flexible learning arrangements be identified, supported, and disseminated;

7. That colleges review their own rules to assure that non-traditional students are receiving equal treatment.

To encourage creative use of newer technologies for instructional purposes, it was proposed:

1. That both colleges and stations adopt a "public telecommunications" rather than a "broadcasting" orientation, to coordinate a mix of media in reaching adult learners;

2. That PBS stations serve as brokers for community colleges in developing new delivery systems employing emerging technologies;

3. That the possible educational uses of cable television and of a new national cable television network be vigorously explored, perhaps by a national task force;

4. That a major study be undertaken to provide information and guidance on the use of the emerging technologies for reaching and teaching adult learners.

To better serve adult learners as individuals, it was proposed:

1. That greater attention be given to identifying and describing the prospective learners to be served by each course;

2. That more flexible and responsive support systems be developed to provide a total instructional system rather than essentially "stand-alone" broadcast courses;

3. That alternate technologies be explored for their capacity to effectively reach carefully targeted audiences.

To meet the challenge of new and problematical copyright legislation, it was proposed:

That guidelines and/or a handbook for negotiating broadcast and non-broadcast rights for media materials be developed and made available. (Representatives of CPB, PBS, NPR, ACE, and the AACJC Task Force volunteered to initiate work in this area.)

To better reach those adults who have had the least opportunity for higher education, it was proposed:

That priority be given to increasing the use of telecommunications by various minorities including the poor, the old, the less-well-educated, and the less-motivated.

To better understand the teaching-learning process when telecommunications are involved, it was proposed:

1. That major research be funded to evaluate existing materials and programs, particularly as regards the tailoring of instructional programs to meet the individual needs of diverse learners;

2. That case studies of successful programs and projects be developed and widely disseminated by AACJC.

To continue to work on the problems identified by this Assembly, it was proposed:

That a special task force be formed of representatives from the community and junior colleges, and from public telecommunications, to seek solutions; to provide colleges and stations with advice, guidance, and assistance to help them solve these problems, and to represent both parties' special and unique interests before the appropriate governmental bodies at the national level. Regional AACJC conferences and workshops were also proposed to carry the word and further explore these problems.

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5. A National Dialogue: Public Broadcasting, Community Colleges and the Adult Learner—Response of the National Audience

Marilyn Kressel

The Adult Learning and Public Broadcasting Project was designed to promote cooperation between community colleges and local broadcasters in order to foster relationships that would be instrumental in providing a wide range of educational opportunities for adult learners. In developing the project's major activities, the National Advisory Committee strongly recommended that, in addition to the National Assembly which would convene a finite number of knowledgable broadcasters and educators at one setting, an ideal culmination for the project would be to bring educators and broadcasters together within their localities to discuss mutual concerns.

The vision came true—a major accomplishment of the project. Broadcasters and educators were brought together at multiple sites to discuss their most pressing concerns. Through the co-sponsorship and support of "Television Is for Learning," a cooperative project of the Public Broadcasting Service and the Corporation for Public Broadcasting, a closed circuit satellite teleconference, "A National Dialogue: Public Broadcasting, Community Colleges and the Adult Learner," was broadcast on September 24, 1979, from 1:00 p.m. to 2:30 p.m. EST. Representatives from over 1,000 two and four-year postsecondary institutions were able to view the teleconference at approximately 120 participating public broadcasting stations.

Valuable Outcomes

The teleconference resulted in several valuable outcomes. It gave national visibility to the major activities undertaken by the Project—the survey, case studies, and analysis of federal policy. It also brought the National Assembly recommendations out to a national constituency. Through a telephone feed-back system, the national audience was able to react, comment, and offer suggestions about all these aspects of the Project's accomplishments.

Perhaps most significant, however, is the process which the teleconference set in motion. All over the country, local college representatives and their counterparts in the broadcast community were seated together to react to the issues posed by the teleconference. But the real action took place after the monitors went dark. Then broadcaster and educator remained in their various settings to sift through the areas of immediate concern to them and formulate plans for follow-up activity to continue communication and improve relationships. The teleconference, therefore, served as a catalyst for dialogue in countless settings across the country and brought a true national perspective to the project.

Questions and Comments

This document would not be complete without including the issues raised by the national teleconference audience in the course of the broadcast. Responses were made to the studies conducted by the Project and to the recommendations produced by the National Assembly. Among the questions and comments raised during the teleconference were:

- How does the station deal with the issue of ratings?
- What can be done to improve promotional efforts in order to make information about telecourses more available?
- What plans does AACJC have to implement a follow-up program of technical assistance to the vast number of institutions which want it?
- How might the FCC deregulation of the broadcast industry affect the attitudes of commercial and public stations towards instructional television?
- Do we know the characteristics of the students who avail themselves of telecourses?
- How does credit earned from telecourses transfer into credit earned from regular courses?
- What legal issues are involved in the broadcast of signals across state lines and into Canada?
- How can a clearinghouse of information regarding the availability of telecourses best be established?
- How can a strong case be made to appropriate college resources for programs which utilize television?
- How will the new PBS Educational Telecommunications Program Service (ETPS) respond to the concerns expressed in the recommendations of the National Assembly?

The success of the teleconference was an outgrowth of exemplary cooperation between the public broadcast and educational communities. The high level of commitment of "TV Is for Learning" staff, Jon Cecil, director, and Jinny Goldstein, associate director, made the concept of the teleconference a reality. Special acknowledgement also goes to Wayne Godwin, PBS director for station relations, who contributed his skills as technical director.

American Association of Community and Junior Colleges

SURVEY ON 1978-79 TELEVISION USES BY TWO-YEAR COLLEGES

Purpose of Study

This study has been carefully designed to assist the Association in identifying the current uses of television by two-year colleges and factors which contribute to or hinder those uses. This information will be provided in aggregate form (i.e., no individual institution will be identified at this stage) to persons who will be invited to participate in an Assembly which will examine current policies toward television and make recommendations for future policy consideration.

Definition of Terms

Throughout this survey form, terms appear which have specific meanings for the purpose of this study. They include:

a. ***television outlet***- any broadcast or non-broadcast entity, including public TV station, commercial TV station, cable system or closed circuit system.

b. ***on-campus instruction***- courses offered for students who meet on campus.

c. ***off-campus instruction***- courses offered for students who learn in their homes or places of employment or in community facilities such as libraries, museums, senior citizen centers, hospitals, etc.

d. ***this year***- the 1978-79 academic year.

THANK YOU FOR YOUR COOPERATION.

PLEASE COMPLETE THIS SURVEY EVEN IF YOUR INSTITUTION DOES NOT USE TELEVISION.

For assistance, or further information contact: Marilyn Kressel
AACJC

One Dupont Circle / N.W. / Suite 410 / Washington / D.C. 20036 / 202-293-7050

Name of person completing this form:

NAME: [ ] 8-23
(last, first)

TITLE: [ ] 24-39

STREET
ADDRESS: [ ] 40-56

CITY: [ ] 57-71

STATE: [ ] 72-73 ZIP CODE: [ ] 74-78

Respond to all questions by checking or filling in the appropriate boxes in this column.

1. Please indicate the ways in which your institution uses television. (Check ***all*** that apply.)

a. You do not use television in any way.	1. a	☐	8
b. On-campus instruction (i.e., courses for students meeting on campus)	1. b	☐	9
c. Off-campus instruction (i.e., courses for students who learn in their homes, offices, etc.)	1. c	☐	10
d. Counseling (e.g., role-playing, self-reflection)	1. d	☐	11
e. Outreach (e.g., providing non-instructional services, community forums, or information about the college to the community)	1. e	☐	12
f. Promotion/recruitment (i.e., to attract new students to the college)	1. f	☐	13
g. Staff development	1. g	☐	14
h. Other. (Specify)_____	1. h	☐	15

(If you checked "a", go to question 9.)

2. Please indicate the ***percentage*** of your total television effort associated with each of the uses listed below. (Sum of the percentages should equal 100%.)

a. On-campus instruction for credit	2. a	☐☐	16-18
b. On-campus instruction not for credit	2. b	☐☐	19-21
c. Off-campus instruction for credit	2. c	☐☐	22-24
d. Off-campus instruction not for credit	2. d	☐☐	25-27
e. Counseling	2. e	☐☐	28-30
f. Outreach	2. f	☐☐	31-33
g. Promotion/recruitment	2. g	☐☐	34-36
h. Other. (Specify)_____	2. h	☐☐	37-39

NOTE: Questions 3-8 should be completed only if you use television for on-campus or off-campus ***instruction***. If you do not use television for instruction, skip to question 9.

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3. Which type(s) of television outlet(s) do you work with? (Check ***all*** that apply and identify as indicated.)

a. Public TV station. (Name or call letters) _____	3. a	☐	40
b. Commercial TV station. (Name or call letters) _____	3. b	☐	41
c. Cable system. (Name) _____	3. c	☐	42
d. Campus closed circuit system.	3. d	☐	43
e. Other. (Specify) _____	3. e	☐	44

4. If you checked more than one type of television outlet in question 3, with which type do you work ***most*** closely? (Indicate ***one*** only.)

a. Public TV station.	4. a	☐	45
b. Commercial TV station.	4. b	☐	46
c. Cable system.	4. c	☐	47
d. Campus closed circuit system.	4. d	☐	48
e. Other. (Specify) _____	4. e	☐	49

5. How many years have you had a relationship with that television outlet? 5. ☐☐ 50-51

6. Please describe your relationship with that television outlet. (Check ***all*** that apply.)

a. College and outlet co-produce programs.	6. a	☐	52
b. College produces programs using outlet facilities.	6. b	☐	53
c. Outlet airs programs acquired by college.	6. c	☐	54
d. Outlet airs programs produced by college.	6. d	☐	55
e. Outlet acquires programs on behalf of college.	6. e	☐	56
f. Outlet airs programs it selects and lets college offer them for credit.	6. f	☐	57
g. Outlet provides promotion time for instructional programs.	6. g	☐	58
h. Outlet provides college with preview facilities and time.	6. h	☐	59
i. Outlet provides college with dubbing services.	6. i	☐	60
j. Outlet provides college (or student directly) with support materials (e.g., study guides).	6. j	☐	61
k. Outlet provides other services to college or students. (Specify) _____	6. k	☐	62

7. Please describe your current (1978-79) experiences with ***courses*** (credit and non-credit) offered over television. (Answer ***all*** appropriate questions.)

a. How many ***courses*** over television are you offering during 1978-79?	7. a	☐☐☐	63-65
b. How many ***students*** do you expect to enroll in these courses?	7. b	☐☐☐☐☐	66-70
c. Does the television outlet provide free air time?	7. c	☐ yes	71-(1)
		☐ no	71-(2)
d. How much per hour do you pay to lease air time?	7. d	☐☐☐☐	72-75
e. How much per hour do you pay to lease production facilities?	7. e	☐☐☐☐	76-79

8. Is your institution a member of a consortium of colleges offering or producing televised courses? ☐ 3

a. Yes Name _____ Location _____	8. a	☐	8-(1)
b. No	8. b	☐	8-(2)

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9. If you are not now using television for instruction, have you ever used it?

   a. Yes
   b. No

9. a ☐ 9-(1)
9. b ☐ 9-(2)

10. If you are not now using television for instruction, do you plan to use it?

   a. Yes
   b. No

10. a ☐ 10-(1)
10. b ☐ 10-(2)

11. Please indicate which of the factors below have contributed to or hindered the use of televisi n for instruction by your institution. (Check only those factors which have been most important and check only one column for any factor.)

	Contributed (1)	Hindered (2)
a. There (are/are not) courses available which meet the academic needs and standards of this institution.	11. a ☐ 11-(1)	☐ 11-(2)
b. Owners of the TV outlet(s) (are/are not) sympathetic to this institution's goals for television use.	11. b ☐ 12-(1)	☐ 12-(2)
c. Our faculty members (are/are not) sympathetic to the use of television for instruction.	11. c ☐ 13-(1)	☐ 13-(2)
d. Desirable blocks of time (are/are not) available for airing instructional programs.	11. d ☐ 14-(1)	☐ 14-(2)
e. The TV outlet(s) (are/are not) consistent in handling tapes properly (e.g., mishandling, damage, and loss of tapes is rare).	11. e ☐ 15-(1)	☐ 15-(2)
f. The TV outlet(s) (are/are not) consistent in the airing of tapes (e.g., programs aired in correct order, infrequent pre-emption).	11. f ☐ 16-(1)	☐ 16-(2)
g. Program schedules (are/are not) confirmed and announced far enough in advance of air date.	11. g ☐ 17-(1)	☐ 17-(2)
h. Print materials designed to accompany televised courses (are/are not) available.	11. h ☐ 18-(1)	☐ 18-(2)
i. This institution (is/is not) readily able to provide necessary support services (e.g., faculty contact, flexible registration procedures).	11. i ☐ 19-(1)	☐ 19-(2)

12. Is your institution interested in receiving technical assistance from AACJC in utilizing television for instruction?

   a. Yes
   b. No

12. a ☐ 20-(1)
12. b ☐ 20-(2)

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13. Please designate a contact person at your institution who might provide more detailed information:

NAME: ☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐ 8-22
(last, first)

TITLE: ☐☐☐☐☐☐☐☐☐☐☐ 23-33

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CITY: ☐☐☐☐☐☐☐☐☐☐☐☐☐ 51-63

STATE: ☐☐ 64-65 ZIP CODE: ☐☐☐☐☐ 66-70

TELEPHONE: ☐☐☐-☐☐☐-☐☐☐☐ 71-80

Thank you for your cooperation and assistance. If you have additional comments about your institution's use of television which you think might help us in this project, please include them on a separate sheet of paper.

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Television for Learning, Public Broadcasting Service and Adult Learning and Public Broadcasting Project, American Association of Community and Junior Colleges

ANNOUNCE

A NATIONAL DIALOGUE: PUBLIC BROADCASTING, COMMUNITY COLLEGES AND ADULT LEARNING

A CLOSED CIRCUIT TELECONFERENCE

Monday, September 24, 1979
1-2:30 p.m. EDT
PBS Schedule B, Transponder 9

1:1:05	Introduction	Jon Cecil, Director TV for Learning Marilyn Kressel, Director AACJC Project on Adult Learning and Public Broadcasting
1:05-1:10	Adult Learning and Public Broadcasting Project	Marilyn Kressel, Moderator
1:10-1:15	Survey of Television Uses by 2 year Colleges	Peter Dirr, Projects Manager, Educational Activities, CPB
1:15-1:20	Station-Community College Collaborations on Behalf of Adult Learning	Penelope Richardson, Assistant Professor, University of Southern California
1:20-1:25	Federal Policy Issues Affecting Instructional Television at the Postsecondary Level	Michael B. Goldstein, Attorney, Dow, Lohnes and Albertson
1:25-1:40	Questions from Participants at Stations	
1:40-2:30	Open Dialogue between Panelists and Participants at Stations on National Assembly Recommendations to Improve Station-College Cooperation	Jon Cecil Marilyn Kressel Robert Ellis, General Manager KAET-TV, Tempe Arizona Norman E. Watson, Chancellor, Coast Community College District, California John Lott Brown, President, University of South Florida University Licensee, PBS Ronald Gross, Synthesizer, AACJC National Assembly

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